

Law Enforcement News

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Truth & DARE Wash. cities shelve anti-drug curriculum

In a cost-cutting move, police officials in Seattle and Spokane, Wash., have decided to "just say no" to their Drug Abuse Resistance Education programs, shelving them in favor of home-grown, anti-drug programs aimed at schoolchildren. Officials in both cities denied that the decisions to pull the plug on DARE had anything to do with a controversial study conducted two years ago that concluded DARE had little, if any, statistical impact on drug use by young people. Seattle Police Chief Norm Stamper had been quoted last month as saying that the "enormously expensive program has been, from a statistical point of view, an enormous failure."

The study, conducted by the Research Triangle Institute in North Carolina, played a minor role in the decision, said Seattle police spokeswoman Officer Kristie-Lynne Bonner. "Obviously, we're really interested in young people learning to make wise and healthy choices about their lives, but we're also looking at research that's indicated the effectiveness of the DARE program may be limited while smaller, more interactive programs taught by teachers instead of police officers may be more effective."

Bonner was quick to add that any doubts about the program's effectiveness were overshadowed by the \$44-million budget deficit the Police Department faces over the next two years. City officials were ordered to implement across-the-

board budget cuts, and the Seattle P.D. was not exempted, she said.

"When we were forced to make a decision between DARE or reducing on-street police presence to respond to 911 calls, we chose to eliminate DARE.... It's a very good program. There's no issue with the program itself in terms

"It cost the department about \$550,000 a year. With constricting budgets, the feeling was we had to find a way to get additional officers on the streets."

of the message it's giving [youths]. It's just no longer cost-effective for us," Bonner told Law Enforcement News.

Bonner said the DARE program, which has been in place in Seattle for about 10 years, had four officers who conducted about 180 classes annually. The department spent almost \$310,000 on the program in the 1997 fiscal year, and would

have spent \$320,000 in fiscal 1998.

Spokane police officials also cited fiscal reasons for scrapping DARE there. "It was strictly a budgetary decision," said police spokesman Dick Cottam. "It cost the department about \$550,000 a year. With constricting budgets, the feeling was we had to find a way to get additional officers on the streets, and this took officers out of patrol on a full-time basis."

Spokane's six-year-old DARE program involved six officers and a supervisor who conducted classes in both public and private schools. The decision to end DARE didn't come "from a belief that DARE wasn't a useful program. I don't think that was the feeling at all," he told LEN.

Replacing DARE in both agencies will be similar but less expensive programs designed in-house with input from officers and supervisors who were previously assigned to teach DARE. Seattle has developed "a number of new programs both within the school district and the department that enhance student-officer relationships and address the anti-drug and anti-alcohol message," said Bonner. "The school district itself has developed a comprehensive health-education curriculum that is taught in all grade levels and which includes a drug and alcohol program."

The Seattle Police Department, reflecting the

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What a difference attitude makes: C-OP officers' performance analyzed

Does a community-policing orientation really make a difference in the way a police agency goes about its business? At the very least, according to a recent study, police officers with positive attitudes about their department's community policing program appear to be much less likely to arrest suspects they encounter than those with more traditional views about policing.

A research team funded by the National Institute of Justice wanted "to see what police officers do when they're operating in a community policing environment," particularly in terms of arrest, noted Stephen D. Mastrofski, a professor of criminal justice at Michigan State University who directed the study.

Researchers observed encounters involving 120 officers and 1,630 citi-

zens in Richmond, Va., during 1992, the third year of the Police Department's five-year plan to instill community policing. The officers ranged from those who were positive about the change, those who had mixed attitudes about it and those who were negative about the philosophical shift.

Criminal activity was suspected in encounters between 101 of the officers and 451 of the citizens.

Researchers found that "the more positive the officers were about community policing, the lower the probability they would make an arrest in a given

instance," Mastrofski said. Officers with negative attitudes, whom Mastrofski termed the "traditional officers," were six times as likely to make an arrest than those who were upbeat about community policing.

The numbers generated by the study added credence to the finding, Mastrofski added. "Those who were generally positive about community policing arrested about 5 percent of the suspects they encountered, whereas those who were negative, very negative or mixed arrested 17 percent of the suspects," he said.

The difference held up consistently even when tested against control factors such as characteristics of the victims and suspects, including race, socioeconomic variables and the degree of resistance shown by suspects toward officer authority.

Researchers did find, however, that females were less likely than males to be arrested, while juveniles were more likely than adults to be taken into custody. Active resistance to the officer raised the probability of arrest fivefold, while each change in the degree of a

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Violence-plagued cities send for state police reinforcement

By Jacob R. Clark

The Connecticut State Police has teamed up with the Bridgeport Police Department in what the city's Police Chief, Thomas Sweeney, termed "a high-profile preventive measure" that was ordered after 10 homicides, most of them drug-related, occurred in a two-week period.

Bridgeport is the latest of several cities to which state police forces have been deployed recently to provide reinforcements aimed at helping local authorities control crime. A year ago, Indiana Gov. Evan Bayh sent 50 state troopers to the violence-ravaged city

of Gary, and the troopers are expected to return by year's end as part of a multijurisdictional task force announced last month by U.S. Attorney Jon DiGuilio [see sidebar, Page 15]. Since August, Minnesota State Police officers have been helping Minneapolis police put a lid on exploding violent crime in that city. They were due to end their assignment in late October, as this issue of Law Enforcement News was going to press.

Other cities that have had state police or National Guard assistance to battle crime include Camden, N.J., Manchester, N.H., and East St. Louis,

Ill. The outgoing president of the International Association of Chiefs of Police, Concord, N.H., Chief David Walchak, said recently that the deployments of state officers might become a

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What They Are Saying:

"While they had a lower batting average, they got to bat a lot more."

—Prof. Stephen Mastrofski of Michigan State University, summarizing research in which he found that officers who are upbeat about community policing, while less likely to arrest suspects they encounter, were much more likely to engage and stop suspects on the street.

Oops!

The Nov. 15, 1996, Issue of Law Enforcement News inadvertently bore an incorrect date and volume number on its front cover. The correct date and volume number appear at the top of Page 1. We regret the error and apologize for any inconvenience.

Around the Nation

Northeast



CONNECTICUT — Despite a Superior Court ruling banning the practice of charging some gun applicants \$24 for an FBI background check, some police departments are still doing it.

DELAWARE — A rapist who attacked seven women New Castle County between 1989 and 1992 was sentenced to two life terms Oct. 3. Michael Spie, 30, must first serve a 35-year sentence in Maryland for attacks on women in Ocean City, and then a 13-to-26-year term in Pennsylvania for rape.

DISTRICT OF COLUMBIA — Automatic cash machines have been installed at the 4th, 5th and 7th District police stations to enhance customer safety.

Kobi Mowatt, Jermaine Graves, and Marcel D. Washington pleaded guilty Oct. 17 to racketeering conspiracy charges. The three defendants were initially part of a case brought against a ruthless gang one year after one of its members, Bennie Lee Lawson, walked into D.C. police headquarters on Nov. 23, 1994, and shot to death Sgt. Henry Joseph Daley, and FBI agents Michael J. Miller and Martha Dixon Martinez. FBI agent John D. Kuchta, was seriously wounded. Lawson killed himself.

MARYLAND — Three Baltimore police officers were charged with theft Oct. 16 after allegedly trying to sell Baltimore Orioles tickets they had seized from scalpers.

Project Clean, an operation by Prince George's County police to dismantle an open-air drug supermarket in Langley Park, resulted in 163 arrests of buyers and sellers during September. Undercover officers bought crack cocaine from dealers, while uniformed officers took photographs of each suspect. Instead of arresting them after each purchase, police waited and then swept them off the street quickly and simultaneously. The arrested drug buyers, only 41 percent of whom live in the county, included accountants, electricians, a medic at Walter Reed Medical Center, and an aerospace engineer.

Over 9,500 cars were broken into in Baltimore during the first seven months of this year for the purpose of stealing cellular phones.

MASSACHUSETTS — The rape conviction of former Boston police officer Joseph Brewer, 32, was vacated Oct. 3 by Judge Patti Saris after the prosecutor said he could not remember why he excluded four of six blacks from the juror pool. Brewer served nearly seven years in prison.

NEW HAMPSHIRE — The State Police last month set up a Family Service Section that will deal with domestic violence, especially in rural areas, as well as with missing persons and juvenile problems.

NEW JERSEY — North Hanover Police Chief Larry Hopkins last month released a list of more than a dozen criminal mischief and harassment investigations conducted by police be-

tween April 1994 and March 1996, to help the state Attorney General's office in its investigation of bias crimes in northern Burlington County. In September, 11 people were charged with waging a racial harassment campaign against the town's black community.

NEW YORK — A judge in October accepted former New York City police officer Desmond Robinson's plea to a misdemeanor assault charge, despite objections by another officer who claims Robinson raped her. Lisa Friel, deputy chief of the district attorney's sex crimes unit, said the victim's story differed markedly from what investigators discovered. Robinson was wounded by a fellow officer in a controversial 1994 "friendly-fire" shooting.

Hundreds of demonstrators picketed the Bronx County Courthouse and a police precinct last month to protest the acquittal of Officer Francis X. Livoti on a charge of criminally negligent homicide in the 1994 death of Anthony Baez. Acting Justice Gerald Sheindlin, who heard the case without a jury, offered a scathing assessment of Livoti as a police officer but said he did not believe that the prosecution had proved Livoti's guilt beyond a reasonable doubt. Livoti, 37, still faces department disciplinary hearings for using a prohibited chokehold on Baez, and he may also face Federal civil rights charges.

A Bronx police captain was injured and a Brooklyn lieutenant killed Oct. 19 in two separate incidents. Lieut. Frederico Narvaez, 40, was killed by Harvey Richardson, a career criminal with a rap sheet dating to 1957, after he stopped to question the man about stalking a woman. Narvaez, well liked by both colleagues and neighbors, was shot through the eye. Capt. Steven Plavnick, 47, was in critical condition after being shot by a sniper outside the 46th Precinct. Officials have theorized that Plavnick's shooting may be an act of revenge for the acquittal of Officer Francis Livoti, also assigned to that station. [See related item, above.]

Gov. George Pataki vetoed a bill Oct. 11 that would have raised salaries for New York City police sergeants and lieutenants by \$7,000 to \$9,000. The legislation required that sergeants and lieutenants assigned to the detective or organized-crime bureaus be automatically given higher job titles and pay after 18 months.

New York City Police Deputy Insp. Arnold Danksy was transferred last month, docked three days pay, and barred from promotion after making offensive remarks about Hispanics during a roll call in March. Danksy, former commander of Queens Transit District 20, said that Hispanics are always drinking, live in single-room occupancies, and are always on welfare, said Officer Sixto Martinez, an official of the Latino Officers Association.

New York City police Det. Zaher Zahrey, 32, was named Oct. 16 in a nine-count Federal indictment charging him with being part of a drug gang while working with the Brooklyn North strategic narcotics and guns unit. Officials said \$186,000 was stolen by the gang from an armored car in 1992 during a heist in which a security guard was killed. While Zahrey did not participate in the hold-up, said prosecutors,

he discussed it with gang members afterward and may have shared in the loot. Zahrey is also charged with stealing \$46,000 and two kilos of cocaine in a June 1993 robbery and providing handguns, bulletproof vests and police badges to gang members.

New York City Police Officer Brian Jones was shot and killed Oct. 13 by what authorities say may have been "friendly fire." Jones, who was off duty at the time, was shot during a gun battle in Brooklyn where he had gone to settle a personal score with an armed convict. Two other off-duty officers, Mark Thomas and Michael Murphy, were suspended when they refused to tell investigators what happened that night.

Neal Ebrus, 33, a Drug Enforcement Administration agent, was arrested Oct. 7 on charges of trying to solicit a \$25,000 bribe from a Rockland County doctor in return for stopping an investigation of the doctor's alleged diversion of drugs for personal use.

New York City Police Officer Frank Speringo was convicted of manslaughter Oct. 11 for shooting a woman at a Washington Heights restaurant. Witnesses testified that Speringo was heavily intoxicated when he entered the restaurant on Sept. 17, 1995. The victim, Maria Rivas, 26, was shot in the head when Speringo's gun went off during a scuffle. Speringo faces 15 years in prison.

PENNSYLVANIA — The trial of three men who charged with killing Officer Lauretha Vaird, the only female Philadelphia officer to be killed in the line of duty, began Oct. 15. The defendants, Warren McGlone and Christopher Roney, both 26, and Ernest Mark Canty, 23, are claiming that their confessions were coerced. Vaird, a 43-year-old single mother of two, was killed last January during the botched robbery of a PNC bank branch in Feltonville.

Robert "Mudman" Simon pleaded guilty last month to charges that he shot to death Franklin Township Police Officer Ippolito "Lee" Gonzalez in 1995 after he and his co-defendant, Charles "Shovel" Staples, were stopped moments after committing a burglary. Both Simon and Staples are members of the Warlocks motorcycle club. Simon, 45, who could face the death penalty, has a criminal record dating to 1960, when he was just 8 years old. He had been out on parole only 11 weeks when he killed Gonzalez, having served more than 12 years for killing his girlfriend.

RHODE ISLAND — State Police have placed a recruitment ad in Options, a newsletter for gays and lesbians, in an effort to diversify the ranks.

Providence police officers made nearly immediate arrests of murder suspects in three separate cases between Sept. 11 and 16. Patrolman James Conti of the department's Domestic Violence Unit arrested a suspect within minutes of the murder of 23-year-old Maria "Shorty" Rivera. Officer Michelle Tella, who is the daughter of Police Chief Urbano Prignano Jr., arrested Juan Guzman, 18, after the killing of Jorge Diep. Two suspects in the murder of 15-year-old Ivan Bravo were arrested by Patrolman Kenneth Simoneau, who was working an off-duty detail at the time.

Southeast



ALABAMA — The police and fire departments in Notasulga are said to be rebounding from a recent wave of resignations sparked by the August reelection of Mayor Bubba Langford. Half of the town's 10-member police force quit in protest.

FLORIDA — A rash of fire bombings of Miami businesses with links to Cuba have caused \$200,000 worth of damage but no deaths or injuries.

Acting Miami City Manager Merrett Stierheim and Police Chief Donald Warshaw issued a joint statement Oct. 8 in which they dismissed as "absurd" reports that the Police Department's homicide squad would be cut due to the city's \$68-million budget deficit. The city has asked police and other municipal workers for \$15 million in concessions to help close a 1997 budget gap.

Dormain J. Young, 24, a North Miami school security monitor, was charged Sept. 25 with raping an 8-year-old girl he was escorting to the bathroom. Because the victim is under 11, the charge is a capital offense.

Some 1,500 inmates convicted of nonviolent crimes will be immediately eligible for parole following a unanimous ruling by the state Supreme Court that barred the state Department of Corrections from expanding the scope of a 1995 law requiring inmates to serve at least 85 percent of their sentences.

LOUISIANA — A Terrebonne Parish deputy sheriff walked out of a bank in Houma peacefully Oct. 18 with his estranged wife and another hostage after a 24-hour standoff with police that left a teller dead. Deputy Chad Louviere, 24, was charged with murder, several counts of kidnapping, rape and battery.

MISSISSIPPI — The U.S. Justice Department last month filed suit against the Canton Police Department to force the promotion of Lieut. Vickie McNeill to assistant police chief with back pay and compensatory damages. The suit charges that McNeill was passed over because she is a woman, although she is ranked as the most qualified.

NORTH CAROLINA — Only six guns were confiscated by school-resource officers in Forsyth County last year, compared with 36 guns in 1993. The officers, who are credited with reducing the number of guns in schools, are helping to prevent crime by building trust with students, said Capt. C.C. McGee, president of the state's association of school resource officers.

SOUTH CAROLINA — An Immigration and Naturalization Service training academy will be housed in the former Charleston Naval Base until at least 1999. The academy will train 3,000 new Border Patrol agents.

VIRGINIA — Troy Webb, 29, was pardoned Oct. 16 by Gov. George Allen after DNA tests proved Webb did not commit the rape and robbery for which he served seven years in prison.

Stefan Tahmassebi, a National Rifle Association lawyer, is challenging a requirement by Tazewell County Judge Don Mullins that everyone applying for a concealed-weapons permit undergo a psychiatric evaluation. Tahmassebi said the requirement clashes with Virginia law.

Midwest



ILLINOIS — Foot patrols on the Western Illinois University campus at Macomb are being increased, as are vehicle patrols around its outskirts, after a 15-year-old girl was abducted by several males. She was later freed.

Rogers Park District Police Officer James Mullen, 32, was in critical condition after being shot in the face Oct. 16 by a 61-year-old security guard, George J. Guirsch. Guirsch, who has not disclosed his motive for shooting the officer, allegedly fired the shots after Mullen and another officer knocked on his door to question him about shots Guirsch allegedly fired in the direction of the Chicago Transit Authority elevated tracks. The shot that hit Mullen entered through his right cheek, bounced off his jawbone, and lodged in his neck near his spine.

Kankakee Police Officer Anthony Samfay was fatally shot Oct. 17 after pulling over 22-year-old Eric Lee. Lee who had no outstanding warrants or prior criminal background, allegedly got out of his car and shot Samfay once, knocking him down, and then continued to shoot at him. Although he was wearing a bulletproof vest, Samfay died at the scene. The last time a Kankakee officer was killed in the line of duty was 1913. Lee is being held without bail on charges of first-degree murder and aggravated vehicular hijacking for allegedly stealing a woman's car after the shooting. Samfay, 26, joined the department two years ago.

Three Deer Creek police officers who resigned over a dispute with Mayor Stan Schlappi are calling for his resignation. Schlappi used them, they said, to spy on his enemies. The Mayor said he would welcome an investigation, but will not resign.

INDIANA — Richard Burleson, an Indiana State Police trooper, was fired Oct. 9, two days after being charged with two felony counts of criminal deviate conduct and 12 misdemeanor counts of furnishing alcohol to minors. Police said Burleson had touched an 18-year-old girl in a sexual manner without her consent and performed oral sex on her.

KENTUCKY — Former Pike County Judge Charles Huffman III, 41, was sentenced to 15 months in prison Oct. 7 despite Federal prosecutors' recommendation for probation. U.S. District Judge Joseph Hood said that although Huffman had admitted to extorting painkillers from a defendant and cooperated with authorities, he had committed "the greatest sin a judge can commit."

Hardin County Deputy Sheriff Karen Davis filed a Federal sexual harassment suit Oct. 3 against Charles

Around the Nation

Logsdon, the U.S. Marshal for the Western District of Kentucky. Davis claims that Logsdon, a former Hardin County sheriff who was appointed marshal in 1994, grabbed her crotch and put his fist between her breasts last year in his office. His actions were witnessed by another deputy. Logsdon's actions were "extreme and outrageous," humiliating Davis and causing her severe emotional distress, said her attorney.

MICHIGAN — Former Detroit Police Chief William Hart's 10-year sentence for embezzlement was reduced to eight years last month after he helped prosecutors convict a former police officer who provided protection for FBI agents posing as drug runners. Hart was convicted of stealing over \$2 million in police funds.

Four Michigan police officers have been named as the 1996 recipients of the 3M/International Association of Auto Theft Investigators Vehicle Theft Investigation Award, for cracking an auto-theft ring that stretched from Seattle to Detroit. The two-year investigation by Det. Lieut. David Gentry of the Michigan State Police, Det. Robert Greene of the Van Buren Township Police Department, Det. Larry Fortier of the Detroit Police Department and Agent Dennis Bielskis of the National Insurance Crime Bureau resulted in seven arrests and the recovery of approximately 1,400 major component parts from nearly 25 vehicles. Overall, the investigators recovered nearly \$1 million in vehicles and parts.

OHIO — Until liability insurance can be found, a 385-member volunteer unit that helps the State Highway Patrol will be disbanded. The volunteers answer phones and direct traffic at special events, among other duties.

Former Cleveland police officer Kenneth J. Walsh has replaced Donald A. Adams as chief of the Fairlawn Police Department. Walsh, 48, retired from the Cleveland PD in September after 26 years, the last of which was spent as captain in charge of the Ports and Harbors Unit.

The state's new computerized identification system went on-line in October, giving investigators the ability to scan prints from a crime scene and compare them to 12 million prints stored in the system's database.

WEST VIRGINIA — Seven members of a paramilitary group involved in an alleged plot to plant bombs at the FBI's identification center in Clarksburg were arrested Oct. 11 by Federal agents. Among those arrested was the leader of West Virginia Mountaineer Militia, Floyd R. Looker, who was charged with transporting explosives across state lines and plotting to bomb the center. There is little indication from the court documents, however, that any member of the group took specific steps to bomb the FBI facility.

WISCONSIN — Complaints by parents have forced the state to close a halfway house for convicted sex offenders that was located next door to an elementary school in Madison.

Terry L. Madlock, a former Milwaukee County sheriff's deputy, was sentenced Sept. 27 to a year in jail for shaking down speeding motorists and pocket-

ing the cash. Madlock, a 16-year veteran, was charged in at least 18 incidents that occurred between February and May when he stopped motorists and told them he would reduce their fines on the spot.



IOWA — Prosecutors, police and victim aid groups will all be part of the Stop Violence Against Women Coordinating Council, an anti-domestic violence group to be led by Lieut. Gov. Joy Coming.

KANSAS — The Topeka Fire Department last month acquired one of just 56 dogs in the nation that can sniff out chemicals used in arson, when Holmes, a black Labrador, joined the agency. More than half the city's fires each year are arson.

MINNESOTA — Carver County officials last month asked Sheriff Al Wallin to resign after an audit showed his department had misspent thousands of dollars on parties and gifts.

Lawmakers will consider next year a measure that would revoke until age 21 the driver's license of any juvenile caught driving drunk and restricted teen-agers to daytime driving.

Tom Hines, publisher of The Crusader, an anti-crime newspaper, has agreed to print a retraction after a number of St. Paul residents were mistakenly identified as child molesters when a flier was inserted into the publication without authorization.

MISSOURI — A judge in Booneville last month ordered drug charges dismissed against Larry and Ruth Sheldon of Greenville, Ky., because a State Police trooper had neither a search warrant nor the driver's permission when his drug-sniffing dog jumped into the Sheldons' car last year and detected 105 pounds of marijuana. A state trooper had pulled the Sheldons over for a broken taillight.

Cellular phones, athletic jackets and caps with logos were banned in October by the Kansas City school board after a series of robberies around bus stops.

A \$1.6-million Federal grant will allow the state to substitute civilians for at least 66 troopers currently holding office jobs, and reassign the troopers to road-patrol duties.

MONTANA — Republican state Senator Jim Burnett is drafting legislation that calls for a spanking on the bare buttocks of any adult or teen-ager found guilty of vandalism.

NEBRASKA — Two Department of Administrative Services employees working at the State Patrol were suspended last month. One, a guard, was cited on suspicion of gambling; the other was found with 750 obscene photos downloaded from the Internet onto his state-owned computer.

Omaha school officials are considering installing video cameras in school

buses to curtail misbehavior by students.

NORTH DAKOTA — The new chief of the Bismarck Police Department is former Beloit, Wis., deputy chief Richard Thomas, whose appointment was announced Oct. 9.



ARIZONA — Federal prosecutors have reduced the charges against members of the Viper Militia and have backed away from original assertions of a concrete conspiracy to attack government buildings. Six of the 12 members who had faced two counts each of promoting civil disorder now face only one such count each. In addition, a new indictment handed up in early October does not use the term "training persons in the making and use of explosive devices for use in obstructing the Federal Government."

A move by Mesa prosecutors to have DUI charges tried by a city court judge instead of a jury is expected to be the focus of a state Supreme Court challenge. Defense lawyers oppose the move; prosecutors claim jury trials are more expensive and time-consuming.

COLORADO — Grand Junction Police Chief Darold Sloan has opted to take early retirement following a drunken driving arrest on Sept. 28, according to City Manager Mark Achen.

NEW MEXICO — One-hundred-and-three invoices totaling \$10,240 are being sent out to Bernalillo County inmates for the cost of their jail stays. This first batch was sent to inmates released during the first week of October.

Hobbs Police Chief Bill Morrill said Oct. 15 that his department is investigating allegations that officers used excessive force to arrest six black men at a high school football game.

OKLAHOMA — Prompted by last year's Oklahoma City bombing, the Municipal Court building in Tulsa has begun using a metal detector to screen for weapons. Purses and briefcases are also being searched.

A former Oklahoma City police officer, Kenneth John Griffin, 36, was sentenced Oct. 1 to three years in prison for falsifying medical bills to obtain relief funds meant for the victims of the Oklahoma City bombing. Griffin, who claims he had money problems, resigned in April when he was charged with taking \$5,407 from four charities and attempting to obtain \$6,286 with two false medical records.

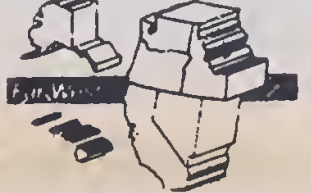
TEXAS — A 70-year-old man from Rural Hall, N.C., Guy Hemrich, was arrested in Edna on Oct. 15 after 3 million Valium pills, worth an estimated \$20 million, were found in his vehicle. Investigators believe the drugs were smuggled in from Mexico.

In hopes of stirring up fresh clues, the Harris County Sheriff's Department has posted a \$25,000 reward for information leading to the arrest of whoever

abducted and killed deputy Roxyann Allee five years ago. Allee, 34, a well-liked mother of two, was off duty when witnesses say two men approached her van and forced her in at gunpoint. Investigators later found Allee's badge, ID card, and bloodstains inside the abandoned vehicle. Her body was found dumped in a field. She had sustained a number of gunshot wounds.

Harris County sheriff's deputy James Manuel Phillips Jr. was one of 11 people indicted in October on charges of participating in a Houston drug ring allegedly connected to the Cali cartel in Colombia. Phillips was released on \$200,000 bail. Sources close to the case told The Houston Chronicle that more arrests are expected and some of those could include other law enforcement officers.

A Federal jury in Houston on Oct. 16 convicted Juan Garcia Abrego on 22 drug-trafficking counts. Prosecutors claim Abrego, a one-time Texas laborer, controlled one-third of the cocaine sold in the United States. He will be forced to forfeit \$350 million of his drug-related money. The 52-year-old Abrego was first arrested in Mexico on Jan. 14. Officials said Abrego paid millions in bribes on both sides of the border before being nabbed, sedated, and flown to Houston by Mexican police.



CALIFORNIA — Kevin Mitnick, a convicted computer hacker who was the focus of a nationwide manhunt, faces new charges that he engaged in a multi-million-dollar software-theft spree during his three years as a fugitive. Mitnick was indicted by a Federal grand jury Sept. 26 on charges he stole computer programs from companies, damaged computers at the University of Southern California, and used stolen passwords and cloned cellular phones.

An 8-year-old Sacramento boy who was caught shoplifting food in October led police to his home where he and his sister had spent nearly two weeks with the decomposing body of their mother, Janice Castorena, 38. Castorena is believed to have been stabbed to death by her husband, Robert, who vanished two days later.

California Highway Patrol officers have arrested Jose Soto, 21, and Hugo Hernandez, 22, in connection with a mysterious rash of window-shattering attacks on cars traveling on Southern California highways that began Sept. 11. The attacks, 240 of which were reported, typically involved a projectile being hurled through a vehicle's back or side window. The suspects were followed after they left Soto's Los Angeles home. A search of the car and Soto's home turned up a sawed-off shotgun, a 9mm. semiautomatic pistol and an AK-47 assault rifle. Marbles and a stock of BBs were also discovered. While Soto and Hernandez are admitted gang members, police have not yet confirmed a widely-held theory that the attacks were some form of gang initiation.

Riverside Superior Court Judge

Gordon R. Burkhart last month turned down a public defender's pretrial request that a deaf jury be impaneled since both the victim and the accused in a rape trial are deaf, as are most of the key witnesses. The public defender, Mara Feiger, contends that unlike translating one spoken language into another, sign language is so dependent on body language that jurors who are not deaf or who do not speak American Sign Language would be unable to judge the accused properly.

U.S. Customs officials say as many as six people a week are being caught trying to cross the border with canisters of Freon. The gas costs \$600 in the United States, but only \$160 in Mexico. Thieves have been known to spray the gas on case-hardened steel anti-theft devices, such as the Club or a Kryptonite bicycle lock, and then shatter the lock with a hammer.

Citing safety concerns, Los Angeles city officials are calling for a dusk-to-dawn curb on the use of all ATMs not located in grocery stores or police stations.

HAWAII — Citizens on Patrol, a Honolulu watchdog group, is moving its operations into downtown Hilo to fight drug dealing, prostitution and panhandling.

NEVADA — With the help of nearly \$30,000 in privately donated matching funds, Elko County will apparently meet its goal to qualify for nearly \$200,000 in Federal grant money for a proposed juvenile gang task force. Sheriff Neil Harris said last month.

Reno City Councilwoman Judy Pruett, who is under fire for calling police "thugs" and "ruffians," said last month that she would not resign, despite the demands of a group calling for her recall.

OREGON — A black man, Antoine Jamar Dean, 21, was sentenced Oct. 7 to five years in prison for burning down a mostly black church in Portland in June. The arson attracted national attention because it occurred during a time when black churches were being burned nationwide.

WASHINGTON — The City of Tacoma has agreed to pay \$950,000 to a couple injured in a 1992 car crash. The car of Drewrey and Mona Scarberry was broadsided by a carload of gang members being pursued by police. Drewrey Scarberry was partially paralyzed.

Three men believed to belong to the Phineas Priesthood, a white supremacist group, were charged in Spokane Oct. 9 with bank robbery and conspiracy. Charles Barbee, 44, Robert Berry, 42, and Jay Merrell, whose age is not known, are all from the Sandpoint area of northern Idaho. Authorities attributed two of the robberies of the same Spokane Valley bank in April to the men, and said three pipe bombs were set off as diversions in connection with the holdups.

Some 41,000 people arrested statewide for drunken driving over a 12-month period refused to name the tavern where they had taken their last drink. Only 5,558 people complied, according to official records.

On with the show

A radio show that has become a vital information resource for south Florida's diverse black community has made a local celebrity of Jimmie Brown, a division chief with the Metro-Dade Police Department who has hosted the show for the past seven years.

"Hot Talk" is an hour-long community affairs program on WHQT-Hot 105 FM, which airs live at 11 P.M. on Sundays. After greeting his listeners with his distinctive mellow baritone, Brown outlines the issues he would like to discuss that night.

The show was born out of the rage and frustration that erupted into violence on the streets of Miami in 1989 after a police officer shot and killed a motercyclist, touching off days of civil unrest.

Brown was part of the army of officers who swept through Miami's black community, arresting looters and bottle-throwers.

When Hot 105 introduced the talk show shortly afterwards, Brown turned down the station's offer to host the program. A shy, unpretentious man with no formal radio training, Brown said he was afraid that no one would call in.

But the 52-year-old Brown, a department veteran of 27 years and ordained minister and religion instructor, has turned out to be a natural.

"When the phone rings, it's really cool," he said. "One of the most powerful things you can have is an educated electorate."

Said Gomez Accione of Lauderdale Lake, a regular "Hot Talk" listener: "I like the way he talks. He stands for us. He wants this community of Haitians, black Americans, and Jamaicans to get together."

Brown reads as many as five newspapers a week, regularly browses the Internet and reads piles of news magazines and books in order to remain current for his listeners. While he discusses a variety of topics, from race relations to unemployment, from politics to education, he may also just listen and answer questions, dispel rumors and provide facts.

Orange blossom

A West Orange, N.J., police lieutenant was tapped last month to serve as the city's police director, taking the reins of a Police Department that is still reeling from the resignations of its last two chiefs under clouds of scandal.

Mayor Samuel Spina said he chose James Drylie, a 16-veteran of the agency, out of a half-dozen candidates to replace William Webb, who resigned in August amid a controversy over a racist comment made to a black officer.

Drylie, 38, who was promoted to lieutenant in 1990, will serve as the primary policy-making official for the agency.

The 98-officer agency has been buffeted by the resignations of its two previous chiefs, both of whom were convicted of or pleaded guilty to criminal charges. In August, Police Chief Rnb-

ert Spina left after being convicted of tipping off a drug suspect about an impending raid. Spina's predecessor, Edward Palardy, resigned two years ago after pleading guilty while under indictment for tax evasion. John A. Cavanaugh, a 27-year veteran of the agency, is serving as acting chief until a permanent successor to Spina is named.

Noting the exodus of high-ranking officials from the department in the past two years, Drylie told The Newark Star-Ledger. "It's always tough when anyone loses a leader and we lost our last two leaders. My sense is that the men are looking for a strong leader, and I feel I can be that leader."

Drylie pledged to formulate policies that address the concerns of front-line officers, who he said are often ignored by policy-makers.

"Sometimes when you run a police department, you forget about the cop on the street and make decisions that don't take them into account," he said during his swearing-in ceremony on Oct. 21. "In order for us to get our job done, we need the patrolmen to function. I feel I have a closer contact with them and can motivate them."

Drylie is a highly decorated officer who has received commendations for dedication to duty and the ability to serve "under the most extreme conditions police face today," said Mayor Spina. He received two awards for "action under fire," two medals of merit and two medals of excellence. One of the awards stemmed from an incident in which he disarmed a suicidal suspect armed with a rifle in 1991.

Drylie, who is studying for a doctorate in criminal justice at John Jay College of Criminal Justice/City University of New York, has taught part-time at Kean College for six years. He is the editor of "CJ News in New Jersey," a publication of the New Jersey Criminal Justice Association.

Chief of chiefs

Frankfort, Ill., Police Chief Darrell L. Sanders was sworn in as president of the International Association of Chiefs of Police at its annual conference, which was taking place in Phoenix in late October as this issue of Law Enforcement News was going to press.

Sanders succeeds Concord, N.H., Police Chief David Walcbak as president of the nation's oldest law enforcement organization.

Sanders began his law enforcement career in 1969 as an officer with the Charleston County, S.C., Police Department. During his 10 years with the agency, Sanders was promoted to sergeant and then to detective.

Since 1979, Sanders has led the 20-officer Frankfort Police Department, which serves a city of 8,000 residents located 40 miles southwest of Chicago. During his tenure, Sanders has immersed himself in programs aimed at youth, founding the Frankfort Police Cadets Explorer Post 104, which has won several state honors.

Sanders began participating in the Special Olympics following the death of his son, Brent, in 1986. He has raised hundreds of thousands of dollars for the organization, which inducted him into its Hall of Fame in 1992. Sanders represented the LACP as the on-site coordinator for the Winter Games in Salzburg, Austria, in 1993, and the Summer Games in Connecticut in 1994.

Sanders, a former president of the Illinois Association of Chiefs of Police, has a bachelor's degree in political science from the Baptist College in Charleston, S.C., and a master's in public administration from Governors State University in Park Forest South, Ill.

USDA choice

A 12-year veteran of the U.S. Department of Agriculture's Office of Inspector General, whose investigation of food-stamp fraud helped to uncover a drug corruption ring involving New York City police officers, was elected Sept. 27 to a three-year term as president of the 12,000-member Federal Law Enforcement Officers Association.

Special Agent Richard Gall, 38, who is assigned to the Manhattan headquarters of the IG's Office, succeeds Victor G. Obnyski, a U.S. Marshal Service official who had headed the organization since 1990.

Gallo began his law enforcement career as an investigator with the New York City Housing Authority. Since joining the USDA, Gallo has conducted investigations into food stamp fraud in which the coupons have been used to purchase drugs, guns, houses, cars or have been resold for cash.

In the early 1990s, an investigation he led resulted in the arrest of a New York City police officer who was dealing drugs in the city's 30th Precinct. A man being questioned for selling cocaine for food stamps told investigators he received the drugs from a police officer, giving investigators the break they needed to uncover a wide-ranging corruption scandal in which several officers have been convicted and sent to prison.

Gallo, who has master's degrees in criminal justice and public administration from John Jay College of Criminal Justice, will represent the association's members in legal and legislative matters and "will honor the memory of those agents who have come and gone," he told Law Enforcement News.

FLEOA was formed in 1978 to provide legal advice and representation to its members. "That's our link, our bottom line, the reason why 99 percent of the agents join us. In a serious incident, we have 24-hour access to legal counsel.... We're just pro-agent," Gallo said.

Other Federal criminal investigators elected during the association's 11th national conference include: Special Agent Walter W. Wallmark, Naval Criminal Investigative Service, executive vice president; Special Agent Judith M. DeSantis, Drug Enforcement Administration, first vice president; Special Agent Gail Papure, U.S. Customs Service, second vice president; Special Agent Thomas X. Casey, Internal Revenue Service-Criminal Investigation Division, treasurer; and Special Agent Andrew R. Raknysky, U.S. Customs Service, secretary.

The association is currently working to get a separate pay and classification system for Federal law enforcement officers and criminal investigators, urging passage of a Federal statute that would permit a retired Federal law enforcement officer or special agent to carry a concealed weapon nationwide,

and making the position of U.S. Marshal a career appointment from within the Marshals Service.

Hitting bottom

Former McMechen, W.Va., Police Chief Robert Green is back with the town's eight-officer Police Department — as a patrol officer.

Green returned to the Police Department, which serves a town about 15 miles south of Wheeling, on Sept. 30 after he had been demoted by Mayor William Kern following a violent run-in with officers under his command as well as Marshall County deputies who responded to a domestic disturbance call at the Green residence on Aug. 25.

Green was suspended with pay, then fired, after being charged with domestic battery in connection with the incident. When officers arrived at the residence, Green's wife, Sally, was standing outside and showed McMechen police Sgt. Shawn Allman red marks and bruises on her body. As police and sheriff's deputies spoke with Green on the porch of his home, he tried to leave and was placed under arrest.

Deputies tried to handcuff Green but he resisted, sparking a scuffle in which Allman's thumb was broken. Pepper spray had to be used to subdue Green, who spent the night in jail, according to police reports.

Green pleaded not guilty to all three charges during his arraignment before Marshall County Magistrate Mark Kerwond, who released Green on \$6,000 bond.

Kern appointed Lieut. Ralph Paylnto succeed Green, while Allman was promoted to lieutenant.

One step down

Reno, Nev., Police Chief Jim Weston will soon step down from the post he has held since January 1995, but he won't be leaving the 313-officer agency entirely. Instead, he'll revert to his former rank of deputy chief, which provides job protections Weston had asked for as chief but which city officials declined to extend.

Weston, a 23-year veteran of the Police Department whose contract with the city expired Sept. 30, told Law Enforcement News that he decided not pursue a new contract because he was at odds with two proposed provisions — one that allows the chief to be fired "at will, without cause" and another that would prevent a chief from reverting to his former Civil Service position.

City Manager Charles McNeely refused to budge on those issues, said Weston, "so I decided not to pursue a new contract.... I'm too young to collect retirement and I don't have another retirement behind me already like many chiefs around the country do."

Sharon Spangler, a spokeswoman for McNeely, said the 44-year-old Chief's demands made it impossible to come to an agreement on a new contract. "It's kind of like he wanted to have the rights of a union employee and still be chief. It didn't have anything to do with money, it had more to do with some of the provisions," she said.

Weston agreed to continue to lead the agency until a successor is selected.

Weston said the Police Department has regained public confidence during his tenure. "Our public-approval ratings...in areas of performance, our image and our effectiveness with dealing with criminals are at their all-time highest levels," he said.

The department has learned to do more with less, the Chief said. "Even though our department has fewer officers than it did six years ago, we're doing a much better job today."

Weston said the department's major achievement has been a reduction in gang-related crimes. "We reduced by more than half the amount of gang crime in the community. Drive-by shootings, murders and assaults have been nearly halved in the past year because of our gang program, which has a heavy focus on intervention with youth programs, along with enforcement," he said.

Gang crime, according to Weston, now represents just 1.3 percent of total felony crimes.

The department's shift to a community-policing philosophy is nearly complete, Weston added. "We are a community policing-based organization from the top down. We've chopped out three or four ranks of supervision and flattened the organization out like is done in private industry. We're much more responsive to the community."

The agency still must grapple with fiscal problems that have prevented the addition of new officers, pay raises or the repair of department facilities, Weston noted. "There have been some pretty major service cuts in different areas over the years. We have a deteriorating infrastructure. We just don't have the facilities to [adequately] staff the Police Department."

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Can I get a witness? DC police seek better homicide clearances

Washington, D.C., Police Chief Larry Soulsby has reassigned 21 detectives from a variety of police units to help in the homicide division, where witnesses' fear of retaliation, being labeled a "snitch," or just a general distrust of police is making it increasingly difficult for police to persuade them to identify offenders.

As of Sept. 23, there have been 301 homicides in the district this year, compared with 268 for the same period in 1995. District police solved fewer than half of the 378 homicides in 1995. At certain points this year, the closure rate for homicides has dipped as low as 28 percent.

"It's very difficult to shake [witnesses] and try to get the truth out of them," said Gilberto De Jesus, the assistant U.S. attorney who is handling a case that authorities point to as a perfect example of witness non-cooperation.

Police had thought the Aug. 27, 1995, murders of Anthony Watts Jr., 19, and Danney Duane Brown, 18, were solved when they arrested a suspect two weeks after the youths were gunned down in a Northwest Washington alley.

But today, no suspect is in custody. The man initially charged in the case was released when the case fell apart before the man was indicted. While prosecutors are still working on it, they said, there is no timetable offered for any further action.

The gunman, said police, walked past five people after he fired 18 shots at Watts and Brown in the middle of

the afternoon. Several dozen others were milling around or cooking out, they said, in the same alley as the shooting. Two more people, said authorities, saw the shooting from an overlooking apartment.

While the two in the apartment initially picked a suspect out of a group of photos, they later recanted, saying they had misunderstood police.

None of the people close to where the shooting took place cooperated with police. Those who saw the shooting said they could not identify the gunman, and others who admitted to being at the scene have told police nothing.

"It sends a message that these guys who commit these murders can operate with impunity," said homicide detective Tony Patterson, a 22-year veteran. "When people start shooting you at 3 P.M. in the afternoon and walk, not run, away from the scene, they just don't care."

While police and prosecutors say they have strong leads in the majority of homicides in the city, they cannot gain a conviction without at least one witness willing to testify in court.

Some sensational cases spark such community outrage that people immediately help police, said the homicide division commander, Capt. Alan Dreher. One such case involved the bludgeoning of two girls, ages 7 and 9. Their stepfather has been charged in their deaths.

"But in a lot of cases, the witnesses are afraid of the perpetrators — in fear of their life — and are reluctant to give information," said Dreher.

Radio plan gets 'em where they live

The Columbus, Ohio, Fraternal Order of Police has filed a grievance against a plan to issue new walkie-talkies to officers who live in the city before handing them out to the rest of the force — a move the union says is a clear violation of its labor contract.

Lieut. Mike Tanner, president of the 3,500-member Capitol Lodge No. 9, said the move by embattled Police Chief James G. Jackson is unprecedented, marking the first time residency has been used as a basis for disbursing equipment to officers, and it blatantly violates contract provisions. "I've been here 24 years, and never in the history of the Division of Police has equipment been issued based on where you live," Tanner told Law Enforcement News.

[At press time, Jackson was taking a vacation after he refused to report to duty at the city's Fire Division, where he had been ordered pending a mayoral investigation into his disciplinary rulings in cases where he may have shown favoritism toward high-ranking police officials. More details will be forthcoming in the Dec. 15 issue of LEN.]

The FOP's Tanner said that under the terms of the contract, such actions must be first presented to FOP officials for review. "[Chief Jackson] did not bring this issue to the table and discuss it with us. He just brought it to the table at the Office of Labor Relations meeting and announced this was what he

was going to do.... Had the Chief came to us in the proper fashion, we could have discussed it and maybe come to a reasonable meeting of the minds."

The city recently purchased 375 new radios to replace old ones that often had to be shared between two or more officers. After issuing 301 of the walkie-talkies, which officers will be permitted to keep with them at all times, Jackson decided to give the rest to 74 officers who live in the city and have the most seniority. As the city continues to replace old radios, under Jackson's plan, the units would be given to the more than 500 officers who live in Columbus, and then to those living in Franklin County. Officers who live in surrounding counties will be the last to get the radios.

Deputy Chief John Rockwell told LEN that all of the city's 1,646 officers will have new radios within five years. Officers who are issued the walkie-talkies will not be required to listen to them while off duty, but the radios would be available to officers when emergencies arise.

Tanner said Jackson's move is the latest in a long string of attempts he's made to dodge provisions of the contract, which has prompted the FOP to file several grievances against the Division of Police. "I have to keep filing grievances to take him to arbitration on past practice issues until the city gets sick and tired of paying these arbitration costs," he said.

Say no to gore: Companies clean up at crime scenes

A handful of private companies around the country are cleaning up on crime — literally — by mopping up the blood and gore left at suicide and homicide scenes.

With the murder rate rising in Baltimore — 160 homicides so far this year, compared with 147 during the same period in 1995 — Ray Barnes, the owner of Crime Scene Cleanup, says business has never been better.

Barnes, a former investigator with the Maryland Medical Examiner's Office, started the company in 1994 with his wife, who ran a maid service. Wearing gas masks and high-tech gear to protect themselves from HIV and other blood-borne pathogens, Barnes and his six employees are called in by people to rid their homes of the visible signs of crime.

Business has been so good that Crime Scene Cleanup, based in Fallston, Md., just outside of Baltimore, is expanding. Satellite offices have been opened in Washington, D.C., where the homicide toll is ahead of last years pace, and Philadelphia, and the company also serves other parts of Maryland and New Jersey.

"You could have someone who would shoot themselves in the head with a .38," said Barnes. "That, in some cases, would not be very messy. But some people prefer to shoot themselves with a shotgun, in which case you have the whole room saturated."

Police often recommend Barnes's company or similar services to families after investigations have been conducted. The company's rates begin at \$275 per visit and vary with the size of the job. The costliest to date was \$6,500.

In a case last year, Barnes and his crew cleaned up

after a Middlesex, Md., man set off a bomb in his car, killing himself, his wife and their three children.

Barnes, who utilizes the services of a medical-waste

"Some people prefer to shoot themselves with a shotgun, in which case you have the whole room saturated."

company to dispose of body parts, said the major concern in his line of work is coming in contact with blood.

"One mistake could be a death sentence, and not a quick death," he said.

"People involved in violent crimes tend to have a greater incidence of blood-borne pathogens," noted Dr. Robert E. Hirschick, an infectious disease specialist at Northwestern Memorial Hospital in Chicago. "You are often talking about a lot of chronic drug use."

The Chicago area is home to several companies similar to Crime Scene Cleanup. Jim Abraham, the owner of Bio-Response in Orland Park, Ill., is described as a pioneer in the fledgling industry. "It's just like working with radiation," he said.

Mathew Klujian, of Mathew Klujian and Sons Cleaning, said that when tragedy occurs, families want everything clean, not just the area where the incident took place. "After a scene," he said, "people have a really eerie feeling about anything and everything."

If it's not an emergency, dial 311 for Baltimore police

Baltimore's new non-emergency dispatch number — accessed by dialing 311 — is a hit with the public and is even more popular with police because it is helping to reduce the volume of calls to which they must respond.

The system, which began operations Oct. 1, is seen by Federal officials as a test of a pilot program to set up toll-free, non-emergency numbers nationwide. In July, President Clinton proposed such a system, saying the 911 system "is groaning under the weight of thousands of calls a year." The two-year project is being overseen by the Justice Department and the Federal Communications Commission.

A public-awareness campaign that includes public-service announcements

on billboards and in the local media urges Baltimoreans to dial 311 to report non-emergencies, which constitute as much as 60 percent of all 911 calls to police. So far, the word appears to be getting out to the public, said police Sgt. Nelson Herrman, administrator of the city's 911/311 system.

"We're getting about one-third of our volume of 911 calls going to 311," Herrman told Law Enforcement News. "The public seems to have grasped it very quickly and are using it. We hope that as time goes on, it will be handling more and more of the call volume."

Herrman said residents are being asked to use 311 for incidents that are not life-threatening, where no suspects are present at the scene and which pose

no danger to the public.

While the new system has certainly eased the strain on officers rushing to respond to 911 calls, Herrman said it is too early to determine how much time and effort the system has saved.

"We're making modifications day by day as things come up," Herrman said. "The purpose of the pilot program is to try different things and see what works best. Before we can do a fair analysis, we'll have to let it run for a while."

AT&T is paying for the upgrade of the dispatch center, which allows for non-emergency calls to 911 to be automatically transferred to 311, while a \$300,000 Federal grant is expected to fund the rest of the project.

NYPD throws harried residents a LIFE-line for annoyance gripes

New York City residents now have another avenue for airing gripes about quality-of-life issues — a toll-free, 24-hour hot line with civilian police operators standing by to take complaints over the telephone.

New Yorkers are being asked to dial (888) 677-LIFE to lodge complaints about panhandlers, prostitutes, car alarms, noisy radios and other daily annoyances that assault city dwellers' senses. The service, which was launched Sept. 13, is expected to help reduce the number of non-emergency calls that historically have clogged the city's 911 system.

"We want to make sure that as we reduce crime in this city we also make conditions that people [can] go around the city without fear of harassment or offensive noise or being intimidated,"

said Police Commissioner Howard Safir, who added that officers will check out each complaint within a couple of days.

The service is part of an effort to address citizen complaints about being put on hold by operators at police precincts, constantly busy lines or annoying phone-mail messages. Since each complaint to the LIFE line will be documented by operators, "we'll have a way of following up on it to make sure something is done," Safir said. The documentation also will allow police to spot emerging quality-of-life problems and take appropriate action, he added.

The city's recent double-digit drop in crime will give officers more time to follow up on complaints, Safir said, adding that the service will not cost the city any extra money because it makes

use of existing police resources.

New Yorkers with bona fide emergencies can still summon police quickly by dialing 911, he added.

In its first two weeks of operation, the LIFE line had logged 1,279 complaints, 43 percent of them for excessive noise, according to

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State police get the call in two cities

Continued from Page 1

trend in law enforcement, particularly in areas where police resources are tight.

"It's becoming more and more common," Walchak told USA Today recently. "The resources aren't available at the local level to deal with the complex issues in cities today. It's also reflective of greater cooperation among agencies."

The State and Bridgeport Emergency Response team (SABER) began Oct. 1 with scores of state troopers deployed to the city located on the Connecticut coast, said a State Police spokesman, Sgt. Dale Hourigan. The effort, approved by Gov. John Rowland at the request of Bridgeport officials, involves various numbers of officers, most of whom are assigned are drawn from the agency's Western District, which includes Bridgeport, he said, causing little effect on State Police operations elsewhere in the state, he added.

Troopers are conducting traffic checkpoints near major highway exits that lead to areas of the city rife with drug trafficking, which are fed by a

steady stream of motorists from the suburbs, officials told LEN.

"A very substantial portion of our drug market is driven by suburbanites," Sweeney said in a recent LEN interview. "The first series of road checks we ran were right along the Interstate [95] corridor, generally situated in a manner that placed them between an exit ramp and a drug market. The message to suburban drug buyers is: we welcome everybody [to Bridgeport] except people who want to engage in illegal activity — and we don't welcome them at all."

Unlike last year's operation in Gary, where troopers operated independently of city police, Connecticut troopers and Bridgeport police officers are working side by side, noted Sweeney.

It's not the first joint operation for the two agencies, he added. "We used them in 1992 for the first time because we felt then it was an ideal marriage of the expertise of the State Police, particularly with regard to traffic, and our officers' knowledge of the city and the players. It was a good balance of the strengths of both organizations and it worked tremendously well."

State Police also were instrumental in helping the city's Auto-Theft Task Force bring down the number of vehicle thefts in Bridgeport, which once had one of the highest rates in the nation, Sweeney added. It has also worked on a multijurisdictional anti-gang task force that also includes Federal law enforcement officers, he said.

Bridgeport police have increased patrols in trouble spots around the city, as well as cracked down on quality-of-life crimes and are conducting relentless investigations, Sweeney said. "All of those efforts are Bridgeport police-driven," he observed. "Those did not involve the troopers."

While the recent string of murders was a catalyst for the deployment, Sweeney emphasized that the presence of the troopers does not mean that the city, which in the early 1990s broke its homicide record several times, is hacking into criminal anarchy. "I don't sense any panic; I don't have any reason for panic. That's why I have a strong reaction on the issue of a crime wave. It isn't there," Sweeney added.

"We are at a very low point in overall crime in the city — and we want to

keep it that way," he said, noting that Part 1 crimes have fallen to under 11,000 in the last three years compared to 17,500 in 1991. "We're down 43 percent. The level has been flat, and we'll end this year flat or slightly down for the third year in a row. In the area of gun violence, I'm expecting a 20 percent to 25 percent decline in robberies involving firearms this year. That's down 70 percent from the 1991 high."

As for the rash of murders in late September, Sweeney said, "There's no specific pattern by season we've been able to identify. It fluctuates and does so pretty radically. It has shown very erratic variation and we did not regard this as anything tremendously out of the ordinary."

Hourigan said road checks have produced "excellent results so far." As of Oct. 11, the operation had resulted in 54 criminal arrests, 649 motor vehicle arrests, 193 motor vehicles towed, 14 DWI arrests, four stolen vehicles recovered, five handguns and 33 cloned cell phones, \$2,700 and various amounts of drugs seized. "Even if we take one weapon off the street, it's a success," he added.

The operation will continue for the time being, Hourigan said. "We may review our deployment and maybe de-escalate the numbers somewhat, but it's up to the Governor whether to extend it."

Meanwhile, in Minneapolis last month, a contingent of 15 troopers attached to the Minnesota State Patrol's Special Response Team was preparing to end its two-month-long assignment assisting the Police Department. The unit, along with five members of the state's Bureau of Criminal Apprehension, which has extensive training in carrying out search warrants and making drug arrests, was ordered to the city by Gov. Arne Carlson on Aug. 23 to help local police combat a tide of violent crime, which has resulted in a near-record 73 homicides as of Oct. 11.

The city recorded an all-time high 97 homicides last year.

As part of the anti-crime strategy, each day one trooper was assigned to work with the Police Department's emergency response unit, said team commander Lieut. Kim Klawiter. "They do nothing but conduct search warrants all day. The rest of the troopers are deployed in North and South Minneapolis, making drug and prostitution arrests, responding to gun and shots-fired calls and riding along with Minneapolis officers on patrol," he told LEN.

Police Chief Robert Olson said the troopers, who have no arrest powers off the state's highways, did not work independently, but were paired with city officers. "We had to be careful there," he said.

The troopers have assisted city police in hundreds of drug arrests, seized hundreds of guns and helped nab several homicide suspects, said Klawiter. Olson added that one of those apprehended is a suspect in the serial killings of four prostitutes.

While Klawiter said the State Patrol has yet to evaluate the effect of the effort, Olson said he believes it had little impact on the city's crime rate.

"The patterns for this period have been pretty much what they normally are, but that really shouldn't be the determiner," he said. "The way I look at it is that there are a lot of things that could have happened that may not have, which you can never be able to account for."

Still, Olson said he was grateful for the help. "We have a program involving our community response teams who target guns, street-level drug dealing and quality-of-life offenses that lead to violence. We had that in place all summer, then suddenly, here are 12 additional bodies to plug into that, which was great. We just plugged them into the existing program, and they've certainly given us a hand."

To offset the drain on the State Patrol's resources, Klawiter said SRT members were drawn from all over the state and overtime was offered to cover shortages of personnel.

Olson expressed hope that the worst is behind the city and its besieged police. He said the agency will get an infusion of as many as 50 new officers in coming months to help "pick up the slack."

"The two months the troopers have been here have given us a nice shot in the arm," the Chief said, "and we'll have a little lull in [criminal] activity when old man winter hits."

Once more, into the breach: Gary seeks outside help to tackle surge in violence

A multiagency task force of state, Federal and local law enforcement personnel will be dispatched to Gary, Ind., following a series of violent incidents in September that shattered the relative lull in crime that the city experienced during the summer.

Jon DiGuilio, the U.S. Attorney for the Northern District of Indiana, announced the formation of the task force Oct. 10 on the heels of a series of violent incidents in the economically depressed city, including two drive-by shootings at local high schools and a gang shoot-out with police on Sept. 11.

The task force will be composed of 20 to 30 officers from such Federal agencies as the FBI, the Drug Enforcement Administration, the Bureau of Alcohol, Tobacco and Firearms, along with officers of the Gary Police Department, the Indiana State Police and the Lake County Sheriff's Department, DiGuilio told Law Enforcement News.

The purpose of the task force, said DiGuilio, "will be twofold: to react to incidents of violent crime in which there may be a Federal nexus...and engage in proactive efforts to attack street crime, particularly crack house sales,

"We made a lot of arrests, but whether it had a long-term effect, who knows? Maybe we'll never know, but what would it have been like had we not been there?"

— Capt. Richard Stalbrink of the Indiana State Police

and drug and firearms violations in housing developments."

DiGuilio, who said he expected the task force to arrive in Gary by the end of October once agreements between the various agencies were reached, said the strategy was unique in that "it's the first time that any of us can remember a situation where each of the three main Federal law enforcement agencies have agreed to work a joint task force."

Under the plan, Federal agents will respond with Gary police to crimes that may involve Federal violations. If it is determined the crimes are in fact Federal offenses, task force agents will take over the investigation from local police, DiGuilio said. Agents will also conduct "intensive training with the Gary Police Department to develop a closer relationship with the department and help

contribute to its growth," he added.

The Federal agents, who will be headquartered in Gary, will be on the streets night and day, the prosecutor added. "Violent crimes don't occur just between 9 and 5," he said.

The announcement came on the heels of the declaration of a state of emergency by Mayor Scott L. King on Sept. 11, after a pair of drive-by shootings at two high schools, followed that night by a blazing gun battle between police and suspected gang members at the Delaney housing development. No one was killed in the incidents.

Under the state of emergency, King tightened an 11 P.M. curfew for youths, added 25 auxiliary police officers to beef up police patrols and appealed to U.S. Attorney General Janet Reno for funding for more cops. But officials turned down an offer from Gov. Evan Bayh for more state troopers or National Guard troops.

"We will not tolerate this ever happening again in this city," King told The New York Times. "There were an incredible number of shots fired at the housing development, endangering hundreds of innocent people. It's a miracle no one was hurt."

The housing-project fusillade began as police responded to a shots-fired call. When two officers arrived at the scene, they saw four armed men fleeing the area. The men were apprehended, but as crime-scene technicians canvassed the area, police received a call warning them of four more men in bulletproof vests armed with rifles. Shots broke out,

sending police scurrying for cover. The shooting ended only after a SWAT team arrived, but the four suspects escaped.

Violence has plagued the city of 109,000 residents throughout the 1990s, as thousands of jobs, most of them provided by the former United States Steel Corp., dried up and were replaced by the drug trade. The city racked up 110 homicides in 1990, giving it the nation's highest per-capita murder rate. Homicides jumped to 132 last year.

As of Sept. 22, 68 killings had been reported to police, a decline of about 34 percent so far this year.

Last October, Bayh ordered 50 Indiana State Police troopers to Gary in a high-profile effort to contain violent crime. The troopers, who remained until December, conducted traffic stops, set up sobriety and interdiction checkpoints, busted crack houses and seized guns, said State Police Capt. Richard Stalbrink, a 30-year veteran who served as one of the operation's commanders.

"We made a lot of arrests, but whether it had a long-term effect, who knows?" the captain told Law Enforcement News recently. "Maybe we'll never know, but what would it have been like had we not been there?"

"It's a short-term method, but it does work," Stalbrink said of the State Police deployment. "While we were in town, we did quiet the city down. They weren't killing people but they weren't killing them on the street. After we left, the homicide rate shot right back up. It's not much different now than before."

— Jacob R. Clark

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An outraged citizenry targets crime

Letter-writing campaign warns druggies: "You are being watched"

Motorists cruising areas of Pontiac, Mich., known for drug-dealing and prostitution will soon receive warnings from police, in the form of a letter alerting the vehicles' owners that the car was spotted in a known crime area and warning them that the vehicle could be seized if its driver is caught committing a crime.

Sgt. Mark Bennett of the Pontiac Police Department's Special Operations Division, who oversees the Crime Area Target Team that is spearheading the effort, told Law Enforcement News that final touches are being put on the letters, which he expects will be sent beginning Dec. 1.

The Oakland (Mich.) Press reported recently that four form letters have been drawn up. One, which will be distributed anonymously by citizens to suspected drug dealers, reads: "You are being watched. We know what you are doing. We watch you all the time and we know what you do and when you do it. We will not stand for this in our neighborhood. Get out! Get out! Get out!"

According to the newspaper, other letters will be targeted at landlords who knowingly rent their properties to criminals, and at suspected "johns," warning them of the possibility of contracting sexually transmitted diseases from prostitutes.

The letters, which will be signed by crime-prevention Officer Bill Wells, will be sent to the registered owners of vehicles seen in the target areas, and extra care has been taken to avoid accusations of criminal activity against owners, Sergeant Bennett said. "If it's a situation where the owner is ignorant of the fact, we're hoping that [the letter] will persuade them to keep that vehicle from

being used for that purpose again."

Police have also taken submitted the letters to the city's attorneys to ward against possible lawsuits by civil-liberties groups, some of which have already criticized the effort.

"There are probably ways to accomplish what the police want without this intimidation factor," Wendy Joyrich, chairwoman of the Oakland County American Civil Liberties Union, told The Press. "These letters should not be intimidating in nature and shouldn't target specific people. It's an admirable goal, but there are other ways, and I think we find it very disturbing."

But Bennett downplayed the group's concerns. "Our intent is to corroborate the sighting with as many other facts as we can so as not to cause any undue embarrassment to an innocent party," the sergeant said. "I will just tell you that when the program begins in earnest and letters are being sent out, guidelines will be in place to keep that from happening.... More than anything else, we view this as a service to the owner of the car to make sure he doesn't suffer a loss at the hands of somebody else."

The City Attorney's Office has reviewed the letters, added Bennett, "and they're comfortable with the way they're worded. In fact, they were present when the letters were designed to really make sure they were acceptable."

Neighborhood groups are instrumental in the effort, which he characterized as an outgrowth of the agency's community policing program. "We have a network of neighborhood-watch groups who give us information about problems occurring in their neighborhoods," he said.

Information also will be gleaned from observations by patrol officers and members of the CAT team, he added.

Floridians stage noisy nighttime marches to take back their streets

Residents get in drug dealers' faces with an "up with hope, down with dope" message.

Their numbers have dwindled of late, but a group of Boynton Beach, Fla., residents are spending some of their weekend nights conducting noisy, high-profile protests against drug dealers.

Armed with megaphones and chanting anti-drug slogans such as "Up with hope, down with dope," the marchers surround suspected dealers in an "in-your-face" effort to rid their neighborhoods of the drug scourge.

The number of participants has decreased in recent months, said Boynton Beach police spokesman Jim Culver, who coordinates the effort and accompanies participants during their strolls through drug-infested sections of the Atlantic coast city, which has a population of about 50,000.

The marches are part of a "take back the streets" strategy developed by Herman Wrice, an anti-drug crusader who contends that the best way to rid neighborhoods of drug dealers is for residents to confront them head-on. Wrice told the New York Times recently that he has trained "street warriors" in 350 communities since 1987.

Wrice serves as a technical assistant in a Justice Department-sponsored program to help neighborhoods fight crime. Chris Rizzuto, DOJ's deputy director for Congressional and public affairs, said the department has not done a "rigorous evaluation" of how effective the approach is. "Some police departments like what he does and some say it doesn't have a lasting effect," he told The Times.

Wrice, whom LEN was unable to reach for comment, is currently spreading his gospel of grass-roots resistance to the drug trade throughout Florida, said Culver. Similar efforts have been launched recently in Pompano Beach, Key

West, Tampa, Orlando and Fort Myers.

Police have varying views about the marches' effectiveness, but most agree the efforts help forge closer ties between police and residents, who often provide useful information about drug trafficking and other criminal activity. "Do they ever stop selling drugs? Probably not. But they're not going to do it here," said Pompano Beach police Capt. Dan Murray, who supports the effort.

"I've been here for eight years and I had never seen people in this community actively page police officers and really give them good information," added Boynton Beach police Sgt. Frank Briganti.

The number of marchers in Boynton Beach has fluctuated since the effort began in July 1995, ranging from five to over 100, said Culver. "It's been somewhat effective, but there's still a lot of room for improvement," he said. "But there have been arrests as a result of our going out in the past."

Marchers, clad in distinctive yellow hats and T-shirts, abide by strict rules set up by Wrice, which include sticking to the chants and not engaging in personal diatribes against suspected buyers and dealers, Culver said. They are accompanied by as many as eight police officers to ward off possible violence from those they encounter, Culver added.

All hands on deck:

NYPD, Feds in expanded anti-drug drive

In the newest phase of an ambitious New York City Police Department anti-drug initiative that has proved successful in northern Brooklyn, the central Bronx, and the Lower East Side of Manhattan, several Federal law enforcement agencies have joined the fight in an unprecedented attempt to break up gangs and deport illegal aliens in Washington Heights involved in the city's drug trade, according to police officials.

Described as the cocaine hub of the region, Washington Heights is said to be the headquarters for some 5,000 drug dealers in about 150 organizations working out of 300 outside locations and 100 interior spots. It is the crack-distribution spot for gangs in at least three states.

"We're dealing with the epicenter of cocaine and crack in the region," said Chief Martin O'Boyle, head of the NYPD's Organized Crime Control Bureau. "The organizations up there are entrenched, they have direct links to South America, and we have to devise tactics to deal with them."

How much help the department will receive is still uncertain, but cooperation between the department and every major Federal law enforcement agency is expected.

Personnel from the FBI, the Drug Enforcement Administration, the Internal Revenue Service, the Federal Bureau of Alcohol, Tobacco, and Fire-

"We're dealing with the epicenter of cocaine and crack in the region."

— Chief Martin O'Boyle, NYPD Organized Crime Control Bureau.

arms, the Secret Service, and the Customs Service began setting up a command center in northern Manhattan in early September, law enforcement officials said.

In addition to Federal agents, the plan also calls for the streets of Washington Heights to be flooded with at least 700 more officers.

So far, the Police Department has initiated a joint investigation with the U.S. Customs Service to look into dozens of stores that act as money transfer and laundering sites.

Joint investigations are also in the planning stages with both the FBI and the Drug Enforcement Administration. The agencies, which are investigating gangs in the neighborhood, will look into using the Federal racketeering laws to send dealers away for longer sentences.

"We have sophisticated electronic surveillance methods, the police have the excellent undercover officers, and the DEA brings an international component," Lewis Schilero, special agent in charge of the criminal division of the FBI's New York office, told The New York Daily News.

The U.S. Marshals Service and the Secret Service will also play roles in the initiative. The marshals will join police warrant units in tracking down fugitives who have committed crimes in Manhattan and then fled to other states. And, in an attempt to disrupt communication between dealers, the Secret Service will join police in car-stop operations on bridges that connect the Bronx with northern Manhattan, searching for illegally cloned cell phones.

Raymond Kelly, a former New York police commissioner who is now the U.S. undersecretary of the Treasury for enforcement, said the "Secret Service can focus on cloning of cell phones, and the IRS can trace where the money goes, and there are shockingly large amounts of it."

The element of the plan that appears to be generating the most controversy has been Police Commissioner Howard Safir's request to U.S. Attorney General Janet Reno for the deployment of 100 uniformed U.S. Border Patrol agents. The request was at first applauded by Mayor Rudolph Giuliani, who urged the Federal Government to

crack down on illegal immigrants who are committing crimes.

"The Federal Government should be doing precisely as Commissioner Safir is asking them to do," the Mayor said. "Their resources should [be] going into finding, unfortunately, the thousands, and thousands who go through our jails every year, who sell drugs, commit violent crimes, and act in a way that is damaging to us all."

But Giuliani, a former Federal prosecutor, later reversed himself, saying, "There doesn't need to be a uniformed presence of the immigration service or of the Border Patrol in New York. What we'd like to get the Federal Government to do is concentrate on the drug dealers."

Community leaders expressed concerns that a uniformed presence by Immigration and Naturalization Service agents would strike fear into the hearts of law-abiding immigrants. "INS being on the streets is really sending a message that [the crackdown] is not necessarily landing on the criminal's territory but on the territory of the hardworking people of the community," said Agustin Garcia, president of the Dominican-Hispanic Chamber of Commerce.

The Washington Heights plan is an expansion of a pilot program started by former Police Commissioner William J. Branon in 1995 on the Lower East Side. A culmination of Branton's cam-

paign to give neighborhood commanders more autonomy, put police where the crime is, and enforce quality-of-life offenses like public drinking to bring in suspects and recruit them as informers, the initiative was gradually expanded to northern Brooklyn and the central Bronx. The crackdown is expected to cost about \$16 million a year, with most of the money coming from Washington.

The results from the initiative have been dramatic. In the ten precincts of northern Brooklyn, felony crime is down 25 percent since the initiative kicked off on April 1, compared with the same period a year earlier.

The Brooklyn North command, which includes some of the city's poorest neighborhoods, had accounted for one-quarter of the city's shootings and was home to a large percentage of the city's criminals.

In the central Bronx, 39 drug-selling locations have been identified in the 46th Precinct alone. Since early May, 25 bodegas and smoke shops have been closed in two precincts.

The murder rate in that area, however, has soared to heights not seen since the early 1960s. "We're not very bappy about it," said Deputy Inspector John McDermon, commanding officer of the 46th Precinct. "But crime will go down when we close down three major drug rings in the next few months."

What's driving New York's crime rate down?

Is improved policing responsible for the sharp drop in murder rates?

By Andrew Karmen

Murders are more than just frightening statistics; each and every one represents someone's tragic, untimely death. As such, the recent dramatic drop in murders in New York City is all the more welcome a development. Whereas New Yorkers were killing each other at a rate of more than 2,000 a year at the start of the 1990s, this year's death toll could fall below 1,000. All New Yorkers, especially those residing in the poorest neighborhoods, are now living under much safer conditions, as the number of assaults, robberies, burglaries and vehicle thefts falls along with homicides.

The key question is why? Who or what deserves the credit? If criminologists can solve the mystery behind the city's across-the-board drop in crime, the lessons learned from the New York experience can be put into practice to benefit many other jurisdictions. Experts quoted in the press have suggested many leads worthy of follow-up investigations: the proportion of New Yorkers who are adolescents and young men in their crime-prone years has slipped; the level of violence surrounding the sale and abuse of crack cocaine has subsided; the number of hard-core

offenders currently incarcerated in city jails and state prisons has grown, and an improving economy is drawing formerly unemployed persons back into the world of legitimate work. Last but certainly not least is the argument that the NYPD's new leadership has greatly improved policing. In fact, Mayor Rudolph Giuliani and his police commissioners, William Bratton and Howard Safir, insist that a re-engineered, refocused department deserves all the credit for the sudden ebbing of the crime wave that peaked in 1990.

Criminologists, of course, cannot simply accept self-serving claims and then echo them. As social scientists, criminologists must try to evaluate claims for credit objectively, adopting a skeptical stance and saying: "I doubt it. Show me the evidence. Prove it!"

This preliminary analysis focused entirely on variables describing police performance as published in NYPD annual reports. The aim is to identify promising explanatory factors that can be scrutinized more carefully at a later date using more sophisticated methods of statistical analysis. Potential explanatory variables should roughly correlate (rise or fall in tandem)

with the upward and downward trends in the number of murders. The empirical question is: As the murder rate went down, what measurable, demonstrable aspects of police operations also went down (or went up, if the relationship is inverse)?

The measurable aspects of police performance that were examined were clearance rates, patrol and enforcement strength, response time, and total misdemeanor and felony arrests. Unfortunately, the NYPD's new strategies were not introduced one at a time and tested in some precincts but not others, as a social experiment. They were implemented citywide and all at once, as a package, and thus cannot be evaluated in isolation from each other. In other words, it is impossible to directly determine which innovations, if any, are working out well, either singly or in combination with other new strategies.

Department figures reveal that during the 1990s, murders changed in several ways. The number of murders fell sharply, far fewer were committed outdoors, and guns were used less often.

Clearance sails

Since the New York City fiscal crisis of the mid-1970s, the murder rate has twice undergone downward trends: the four-year stretch from 1982 through 1985, when

murders decreased by 24 percent (from 1,832 to 1,392); and the six-year period from 1991 through 1996, when murders dropped 54 percent (from 2,262 to a conservatively estimated year-end total of 1,030). Murders went up 21 percent from 1978 to 1981 and jumped 63 percent from 1986 (the start of the crack epidemic) to 1990. These four periods when murder rates rose, fell, then rose and fell once again, provide a basis for the search for correlations. [See Figure 1.]

In what ways might an improvement in policing since January 1994, when Mayor Giuliani and Commissioner Bratton took over, contribute to this dramatic reduction in the level of violence? Perhaps new strategies are enabling detectives to solve a greater proportion of homicide cases. An improved clearance rate might prevent some future slayings in two ways: Bringing more murderers to justice might deter other would-be killers, and removing some dangerous predators from circulation will prevent them from striking again.

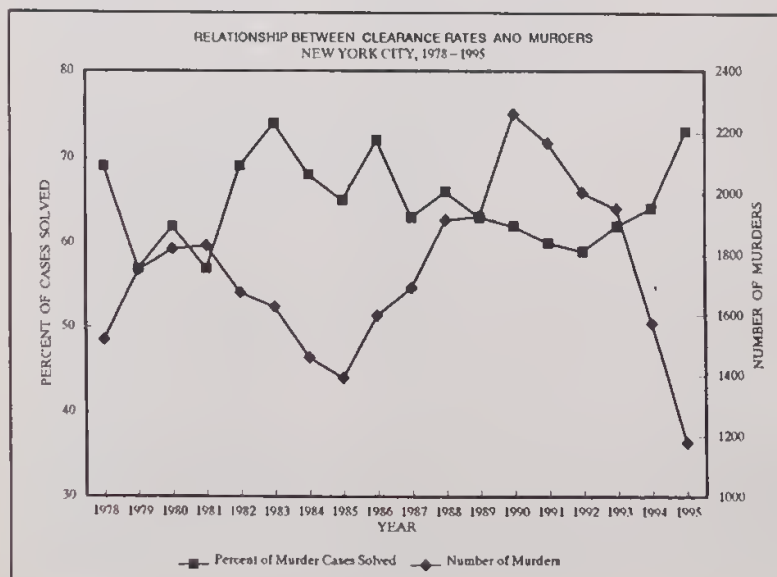
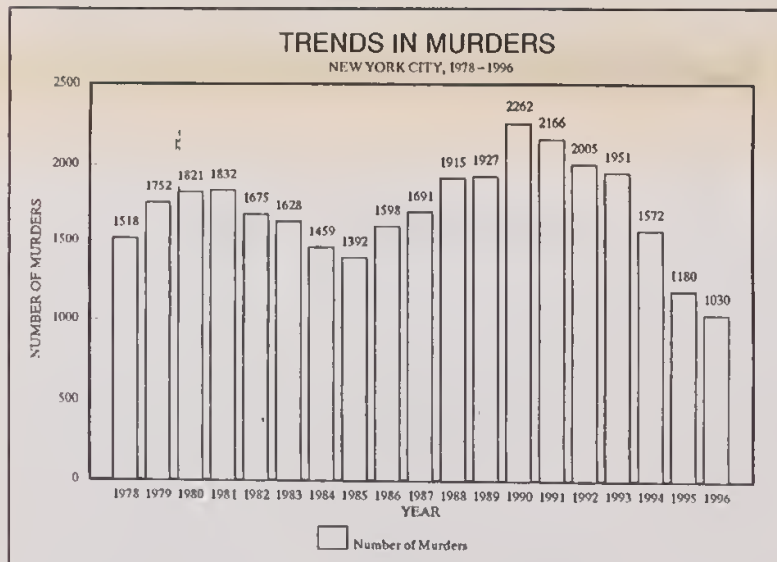
Clearance rates for murders and other crimes have been dropping across the country since the 1950s, when over 90 percent of all killings were solved. These days, detectives are fielding fewer "grounders" (easily solved cases, as when a husband kills his wife and then turns himself in), and are grappling with more difficult stranger-to-stranger crimes, such as murders arising from robberies.

The percentage of murder cases solved by arrests (Figure 2) fell as low as 57 percent in 1979 and 1981 and rose as high as 74

percent in 1983. Clearance rates, which had slipped to 59 percent in 1992, rebounded to 62 percent in 1993, to 64 percent in 1994, and then to 73 percent in 1995, when 861 of the 1,180 murders were solved. This sudden improvement placed the NYPD's clearance rate way ahead of the national average (about 68 percent for the other 16,000 police departments across the country, according to the FBI's Uniform Crime Reports).

One possible interpretation is that the beneficial effects of the new Giuliani/Bratton strategies seem to have really "kicked in" and produced very favorable results during 1995. But an opposite spin can be given to the same statistics. The impressive 73-percent solution rate was achieved after the collective workload dropped by 19 percent, nearly 400 cases. Maybe this improvement was a result, not a cause, of the dramatic drop in the murder rate. Perhaps detectives were able to solve many more cases in

(Andrew Karmen, Ph.D., is a professor of sociology at John Jay College of Criminal Justice/CUNY. He is the author of "Crime Victims: An Introduction to Victimology" [Wadsworth, 1996].)



"It seems reasonable to hold the police more accountable for crimes committed right out in the open, often in broad daylight, in front of bystanders and in locations visible to officers on patrol."

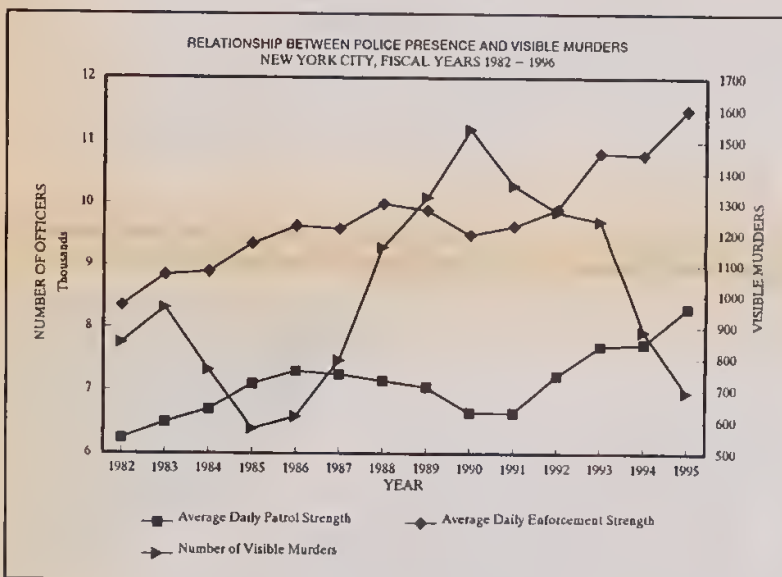
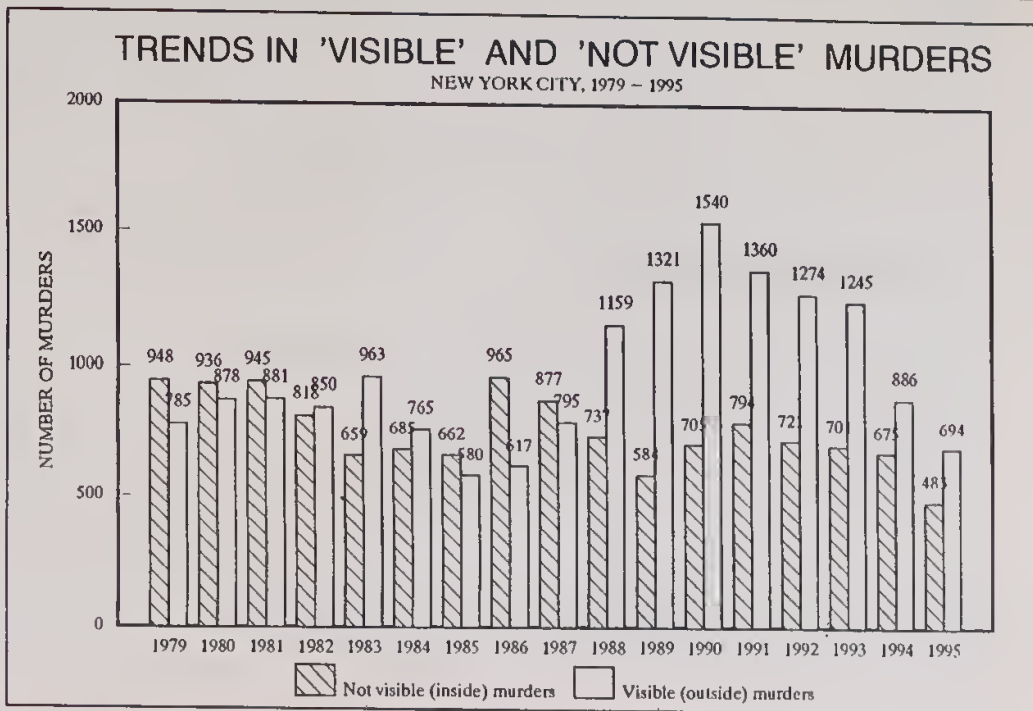
1995 because they had much more time than in prior years to devote to thoroughly investigating each one.

For the year 1993, 1994 and 1995, the clearance rate rose as the murder rate fell. When the ups and downs of the murder rate are juxtaposed against the changes in clearance rates [seen in the lower line in Figure 2], there appears to be some indication of a weak inverse relationship between the two variables: When clearance rates go up, murder rates tend to go down; when fewer murders are solved, more murders are committed. The relationship is weak because this pattern does not hold for certain years (for example, clearance rates fell in 1991 and 1992, yet murders decreased as well).

Limited visibility

It seems reasonable to hold the police more accountable for crimes that are committed right out in the open, in public places like streets, corners, stoops or parks, often in broad daylight, in front of bystanders and in locations that are visible to officers on patrol. Understandably, the police can do less to stop crimes committed out of their sight, in back alleys, or indoors in hallways and elevators or behind closed doors.

In its annual statistical report "Complaints and Arrests," the Police Department notes the percentage of the crime scenes that were deemed to be "visible" to officers on patrol. In 1994, as compared to the previous year, 359 fewer outdoor "visible" murders and 26 fewer indoor "not visible" murders were committed [Figure 3]. Therefore, almost the entire decline during that first year of the Giuliani/Bratton administration can be accounted for by this reduction in "visible" murders. The surge in



fatal confrontations in outside locations has been the primary cause of the high murder rates that have burdened the city since the late 1980s. Prior to 1988, "visible" murders did not far exceed "not visible" murders, except in 1983.

The even greater drop in murders committed in 1995 as compared to 1994 was more complicated. "Visible" murders dropped by 22 percent (192 fewer); "not visible" murders fell by 28 percent (also 192 fewer). Clearly, murders were not merely being driven indoors. Nor was criminal activity simply displaced geographically from some neighborhoods to others, according to an analysis of murder rates by precinct.

Has the Police Department's campaign to "take back the streets" prevented many "visible" murders during 1994 and 1995? The NYPD has had a greater presence on the streets that may have intimidated criminally inclined persons who hang out in parks and on corners and stoops from acting on their desires.

Police presence can be measured in terms of the average daily patrol strength of uniformed officers on their tours of duty, riding in squad cars and walking their beats. Another measure is to add in those plainclothes officers and detectives who are out making arrests, as indicated by the average daily enforcement strength. Trends in both these manpower head-counts for recent fiscal years are depicted in the lower two lines in Figure 4. Superimposed on the same axes, and represented by the line connecting the triangles, is the rise and fall of murders carried out in "visible" locations.

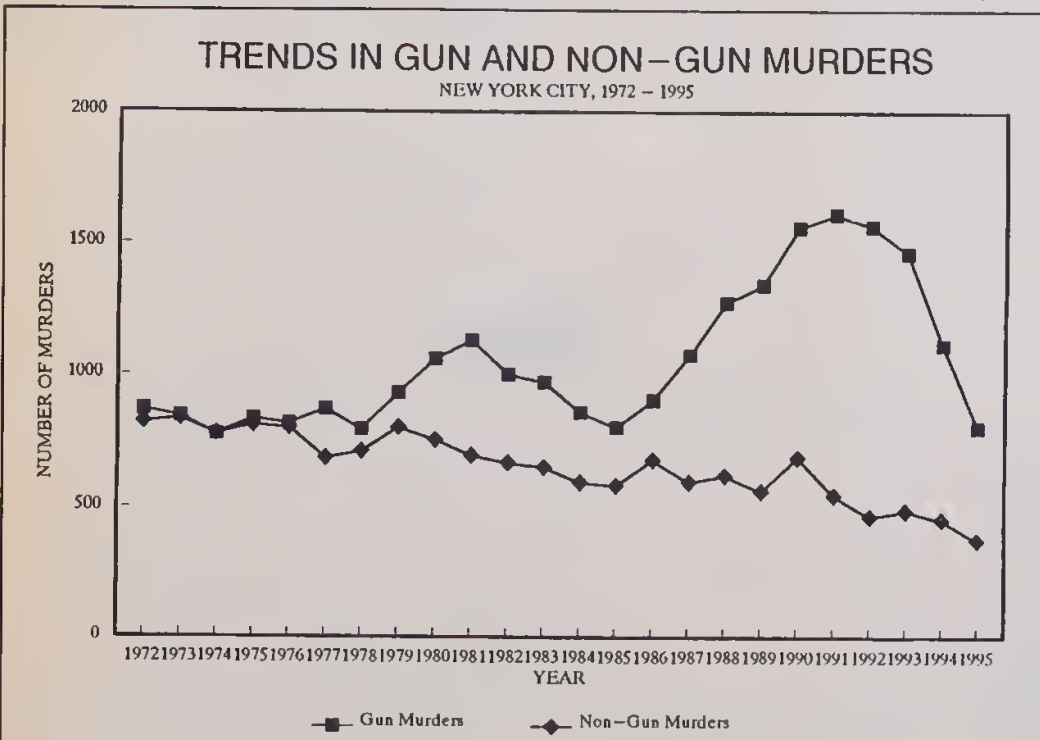
Taken together, the three lines give the impression that a weak inverse relationship exists. When both patrol strength and enforcement strength went up, murder went down during the early 1980s. In the late 1980s, patrol strength and enforcement strength declined slightly, while outdoor murder rates soared. After 1990 and 1991, the two worst years in recent history, patrol strength and enforcement strength picked up again, while outdoor killings plunged. There are a few years that don't fit this pattern. Furthermore, in fiscal 1996, both measures of police strength declined, yet murders also declined, in a break with the generally inverse relationship detected in other years.

Besides a beefed-up police presence, a quicker response time might be a factor in reducing slayings carried out in the open. It is reasonable to assume that lives could be saved if the police intervene more quickly when summoned by a 911 emergency call about a crime in progress, such as a street robbery, a fight in the park, shots fired, or a man with a gun. Figures for "annual average response time to a 911 call about a crime in progress" are available, for the 1990s only, from the Mayor's Management Report. The data show the average response time, starting from a baseline of 9.9 minutes in the 1992 fiscal year, dropping to 8.0 minutes in the 1993 fiscal year, 7.9 minutes in 1994, 7.7 minutes in 1995, and then reverting to an average of 9.1 minutes in fiscal 1996.

The generally downward trend in response times tracks with the downward trend in murders, as expected under the improved-policing hypothesis. However, the reductions in response times are so minor in 1994 and 1995 that they are probably statistically insignificant. Furthermore, the big jump in 1996 is puzzling, since murders continued to fall sharply even though response time rose sharply. Response time, thus, seems unimportant.

Pistol-packing perps

Homicides caused by blunt instruments, stabbings, strangulations, poisonings, burnings and other means generally have been going out of fashion since the early 1970s [Figure 5]. Unfortunately, at the same time, guns have grown in popularity as the weapon of choice. The number of people who died from bullet



Continued on Page 10

What's driving down crime in NYC?

More misdemeanor arrests means fewer gun-related crimes

Continued from Page 9

wounds rose in the late 1970s, fell in the early 1980s, soared shortly after the emergence of the crack epidemic in 1986, peaked in 1991, and then began to drop, at first slowly in 1992 and 1993, and then sharply in 1994 and 1995.

The centerpiece of the Giuliani/Bratton/Safir approach to "take back the streets" has been a policy of aggressive order maintenance, which rests upon "zero tolerance" for any law-breaking. Even the smallest quality-of-life infractions are grounds for arrest. According to the "Broken Windows" theory, small signs of disorder send out signals that attract offenders, who then feel emboldened to commit even more serious crimes. Stepped-up arrests for minor violations are deemed the antidote to a slide into disorder.

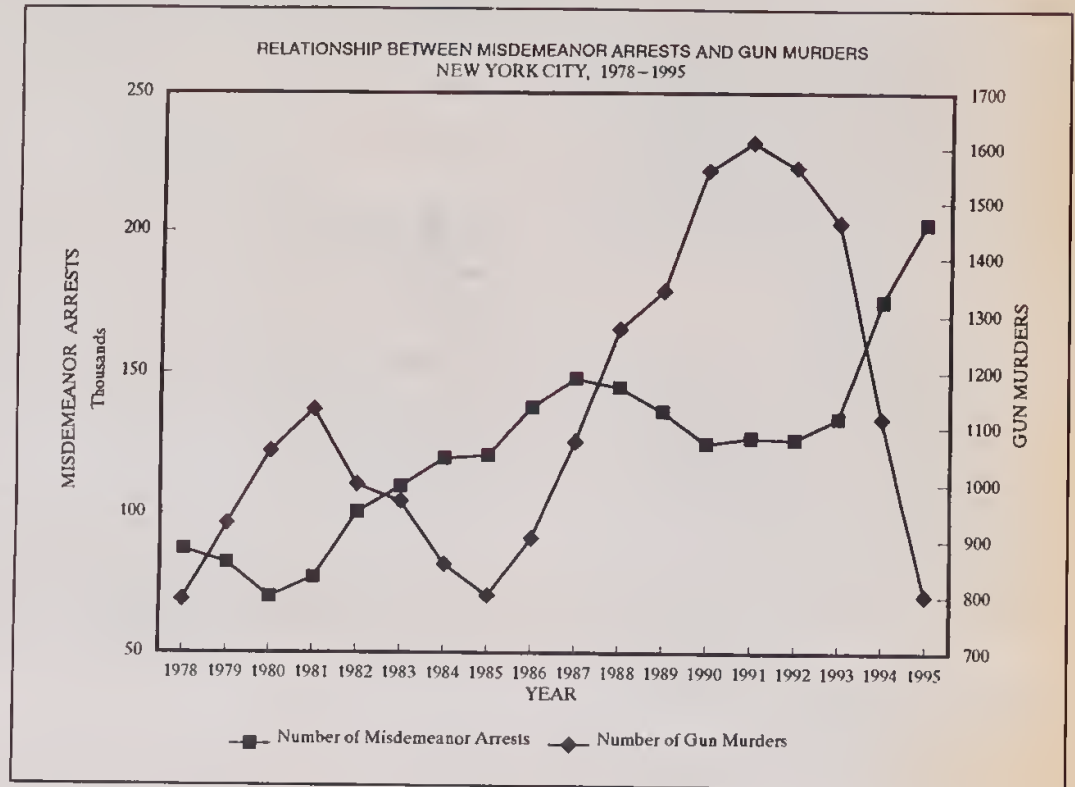
Police Department spokesmen have asserted that the wave of misdemeanor arrests has contributed to the drop in gun-related crimes because the "bad guys" are now afraid to go around carrying concealed weapons, since they might be stopped, frisked and questioned for committing some minor quality-of-life offense.

Juxtaposing the number of people killed by gunfire against the number of people arrested for minor offenses [Figure 6], it is obvious that in 1994 and 1995, as misdemeanor arrests soared to record levels, homicides carried out with firearms (mostly handguns) plummeted. In general, the patterns of the two lines seem to indicate a weak inverse relationship. When misdemeanor arrests rise, gun deaths tend to drop; when misdemeanor arrests fall, murders committed with firearms rise. The relationship is weak because some years do not fit the pattern.

The search goes on

In sum, then, murders are plummeting, slayings in visible locations are declining, and deaths from gunfire are dropping. Clearance rates are recovering, police strength is up, and misdemeanor arrests are soaring. At first glance, these performance measures look like they may correlate with murder rates, and thus it would appear that the NYPD deserves some of the credit for bringing down the city's murder rate. But the observed relationships are weak, not striking, and some of the data can be interpreted in a different light.

Advocates of the "NYPD deserves all the credit" point of



view now have the obligation to put forth their case in greater detail. They must provide measurable indicators of improved policing, and need to demonstrate the specific linkages between the new strategies and the drop in crime rates. More data are needed from NYPD homicide files (about what percent of recent murders are outgrowths of conflicts between drug dealers, street gangs, family members, etc.). Furthermore, since the drop in murders predates the new police strategies and is also taking

place in many other large cities, the search must go on for the additional reasons for this most welcomed outbreak of better behavior on the part of New Yorkers, especially the city's poor young men.

[Coming up in the Dec. 15 issue of LEX: A behind-the-scenes look at changes in police management practices that have affected how the NYPD does business.]

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A mailbag full of crime problems

Postal Service fights back against wave of attacks on letter carriers

With a growing incidence of mail carriers in major urban centers being maced, pistol-whipped, stabbed, beaten and knocked unconscious on the first and third day of every month, when welfare and Social Security checks flood the mail, the U.S. Postal Service is fighting back with generous rewards for information, cell phones for carriers, the suspension of mail delivery on those days in dangerous neighborhoods, among other strategies.

The days when a neighborhood dog was a mail carrier's worst fear are over. In fact, Regina Dread, a Los Angeles mail carrier who has been robbed twice in less than a year, said she feels safer when stray dogs on one block of her route escort her down the street.

"All you think is who's going to get you," she told USA Today. "You can't assume that the old lady walking up to you is not going to bother you. Everybody's the enemy. We've been robbed by little kids, old people, young guys.... You hear leaves, you jump."

Robberies of mail carriers have occurred in 21 of the nation's 29 postal inspection divisions this year, including San Francisco, New York, Memphis, Tenn., Fort Worth, Texas, Buffalo, N.Y., and Atlanta.

In Los Angeles alone, 287 mail carriers have been robbed and 1,479 postal vehicles have been broken into since 1993. Those figures account for nearly half of all such robberies and break-ins across the country.

A mail carrier in Washington, D.C., was shot to death in June as he ate lunch in his truck. As of mid-September, there had been 18 reported assaults of mail carriers this year, the

same figure as for all of 1995.

The Postal Service's law enforcement arm, the U.S. Postal Inspection Service, has invested millions of dollars on counter-measures in the past two years, said Paul Griffo, an agency spokesman.

In Richmond, Va., and Los Angeles, mail may be suspended

One Los Angeles letter carrier quit his previous job as an armored-car guard after being robbed at gunpoint, thinking life as a mailman would be safer. He's already been robbed once on the job.

in dangerous neighborhoods on check days. Residents are required to go to a central location to collect their mail.

Postal inspectors armed with 9mm. Berettas and sawed-off shotguns sweep the streets ahead of mail carriers in Los Angeles, New Orleans and Buffalo. For Los Angeles mail carriers, however, that mode of protection is not entirely comforting. Inspectors can patrol only a quarter of the postal delivery area,

said Edison Tillet, 32, a mail carrier who has been robbed at gunpoint.

In the case of the Los Angeles division, postal inspectors have to cover an area that stretches from the Mexican border to San Luis Obispo, more than 200 miles north of Los Angeles.

Tillet joined the Postal Service after being robbed at gunpoint while working as a guard for an armored-car company, thinking life as a mailman would be safer. "It's too dangerous," he said. "They need to come up with some kind of solution."

In many communities, fliers are being sent out to postal customers, asking them to keep an eye on their carriers and call 911 if they see trouble. Los Angeles carriers have what they call a "Honk and Loop" system. Before they get out of their vehicles, they honk three times so that neighbors are alerted to their approach.

Rewards of up to \$50,000 — for the murder of a letter carrier — are being offered by the Postal Service for information leading to the arrests of criminals. Lesser sums are offered for mail theft or the robbery of a postal employee.

And, after two carriers were robbed at gunpoint near a Richmond housing project, the Postal Service purchased cellular phones for some of its carriers.

The Postal Inspection Service says its anti-crime measures are having an effect, pointing to sharp decreases in the Los Angeles division, typically the region hardest hit by crimes against mail carriers. There were 32 robberies of carriers through mid-September, compared to 107 last year, and 140 vehicle break-ins, as opposed to 296 in 1995.

Letting anyone in:

Background checks on immigrants slip

Several leading Republican politicians, including Presidential nominee Bob Dole and governors Pete Wilson of California and George Bush of Texas, have raised concerns that a Clinton Administration program designed to streamline naturalization procedures may have let some people receive citizenship without criminal background checks.

However, Commissioner Doris Meissner of the Immigration and Naturalization Service insists that a preliminary review has turned up "no evidence that significant numbers" of criminal offenders, if any, were granted citizenship.

In a letter sent to all 50 governors, which was made public Oct. 29, Meissner said the INS would continue its review and revoke the citizenship in any case in which an immigrant's criminal past had been overlooked. She also branded Republican claims as misleading and reckless.

More than 1 million people will be naturalized this year, more than double the number of immigrants granted citizenship in fiscal year 1995. Last year's total of 460,000 was the largest number of naturalizations in 51 years.

The swelling of citizenship applications is largely attributed by the INS to a 1986 amnesty that allowed 2.6 mil-

Is INS granting citizenship to criminal immigrants? If so, a streamlined naturalization process may be to blame.

lion illegal immigrants to legalize their status. Many became eligible only several years later.

Thousands of others were also prompted to obtain citizenship by an INS program to replace the "green card" alien registration document, and by the 1994 passage of California's Proposition 187, which directly affects immigrants.

With an annual average of 300,000 citizenship applications prior to 1994, the INS has fallen behind in its processing. A program called Citizenship USA, which plowed through the backlog and reduced the waiting time in most cases to about six months, was created in

1995 in response to the problem, said INS officials.

It is that program that is raising fears within the INS and the FBI that hundreds of applicants may be receiving citizenship before the bureau can complete fingerprint checks to verify that an applicant has no criminal background.

In New York, for example, immigration officials found that 30,000 citizenship applications had been processed without criminal background checks because the paperwork was sent to the wrong office. The citizenships of 36 people who were found to have felony records were subsequently re-

voked.

A box in Arlington, Va., with fingerprints cards for at least 500 immigrants whom the Bureau had identified as having arrest records was not found until many had already been processed for citizenship.

But Louis D. Crocetti, Jr., the INS associate commissioner for examinations, said that while some problems had crept in to the processing program, estimates of ineligible applicants being granted citizenship were much too high.

Crocetti called "minuscule" the number of cases in which that occurred. And citizenship, he said, could always

be revoked later.

Only one person was wrongly granted citizenship, he said, from the misplaced box of fingerprint cards in Arlington.

Nevertheless, the FBI is changing the way it notifies the INS about applicants with criminal backgrounds. At present, the bureau notifies the INS only when a fingerprint check turns up an ineligible applicant.

Under the new method, the agency will be informed of the result of the check regardless of the outcome, said Dennis Kurre, deputy assistant director of the FBI's criminal justice information services division.

Ga. PD's hiring aim: No rapists in the ranks

Police officials in Fulton County, Ga., are looking for ways to screen potential sex offenders from the ranks following charges that a rookie officer raped a woman he had picked up shortly after responding to a disturbance call on Sept. 8.

As part of a review of the agency's hiring procedures, Deputy Chief George Coleman, the head of internal affairs, said officials hope to adminis-

ter a psychological test that might help them determine whether a recruit has a propensity for sexual misconduct.

The move came after Karl Craig, 24, became the second rookie officer since March to be charged with a sex crime. A judge reduced a rape charge against Craig to misdemeanor sexual battery, but police say they have evidence to support the rape charge.

Craig was fired after the incident.

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Steward:

A win-win approach to dispute resolution

By Dorothy M. Steward

Law enforcement agencies, like private businesses, are constantly faced with labor-relations issues involving conflicts between management, employees and unions. To address such conflicts, there are several forms of dispute resolution, the most common of which are mediation, arbitration, settlement negotiations, conciliation, fact-finding sessions, and litigation.

Statistics provided by the Chicago Police Department's Management and Labor Affairs Section indicate that disputes and conflicts within the department are predominantly settled through the grievance-arbitration process or local courts. Both methods are costly, time-consuming, and foster mistrust between the parties. Mediation is a more cost- and time-efficient method of resolving disputes and, if used appropriately, would improve relationships between management and labor and, at the same time, enhance the effectiveness of the disciplinary process.

An Old Friend

Mediation, described as "facilitated negotiation," is one of the oldest forms of dispute resolution. Historically, many religious communities have used mediation as one of the primary forms of dispute resolution, and it has also been widely applied in commercial settings as well. Simply put, mediation is an informal, non-adversarial process in which a neutral third party assists in the resolution of a dispute.

The mediator's function is to help the parties in identifying issues, encourage joint problem-solving, and explore settlement alternatives. A mediator is not a decision-maker; decision-making rests with the disputing parties to reach a mutually acceptable agreement on all or some of the issues in dispute. The mediation process allows the parties to arrive at their own solutions which are custom-tailored to their individual situations.

(Dorothy M. Steward, a 23-year veteran of the Chicago Police Department, has been Department Advocate in the Internal Affairs Division since 1992. She holds a master's degree in public administration and is currently working toward a second master's in industrial relations.)

For the process to be effective, however, the parties must be willing participants.

Mediation does not set precedents, does not punish cheaters or lawbreakers, does not equalize the bargaining power between participants and is completely confidential. Mediation is quick, cost-efficient and informal.

There are two types of mediation: information-centered mediation, for issues requiring a particular expertise, and process-centered mediation, in which the mediator may know little or nothing about the subject in dispute. For information-centered mediation, the choice of mediator is dictated by his or her perceived subject-matter expertise. Conversely, the process-centered mediator is skilled at resolving disputes and has expertise in the process of dispute resolution rather than the specific subject matter at issue. Given the nature of law enforcement, process-centered mediation would be appropriate for resolving most, if not all, issues in dispute. There is virtually no area of law enforcement that is so technical as to require information-centered mediation.

Management vs. Labor

In management-labor relationships, particularly those where collective bargaining agreements exist, the most common methods of resolving conflicts are negotiation and grievance-arbitration. Typically, collective bargaining agreements contain a grievance procedure that ends in final and binding arbitration; only 4 percent include mediation as a step prior to arbitration. Currently, mediation between the Chicago Police Department and Fraternal Order of Police is limited to medical-related issues which generally involve disputes regarding payment of a claim or whether an injury should be classified as duty-related. According to Police Department statistics, approximately 100 disciplinary cases are processed through grievance arbitration annually, at a cost to the city of approximately \$75,000. An additional 360 cases per year are part of the medical mediation process, at a cost of approximately \$7,200, which is divided between the city and the union. The proportionate difference in cost between mediation and arbitration is overwhelming.

In theory, if not in practice, the relationship

between the union and the Police Department is generally viewed as adversarial due to what are perceived as conflicting interests. Conflict situations have but one of two possible outcomes: You win or you lose. This strategy involves each party going all out to achieve its objective at the expense of the other party. The outcome in "win-lose" situations perpetuates mistrust, alienation, mutually negative perceptions and polarization. Relationships either remain poor or deteriorate even further.

Resolving to Resolve

Since a dispute resolved through mediation allows both parties to "win" and benefits their long-term relationship, mediation would be an

invaluable alternative means of resolving disputes during the life of a collective-bargaining agreement, and should be included as a voluntary, formal step in the grievance procedure. Information reported in the Arbitration Journal shows that the time and cost savings of mediation, combined with its success rate, make it a viable alternative to arbitration. As a bonus, the mediation process lends itself to the disputants developing improved problem-solving skills.

It is estimated that mediation saved 19-25 hours of preparation and reduces the average cost per case by approximately 50 percent, since an arbitrator's administrative costs and fees are eliminated. In addition, mediation allows for the settle-

Continued on Page 14

Moore:

Getting the word out about sexual predators

By James T. Moore

In the effort to protect the citizens of our state, particularly our young children, the Florida Department of Law Enforcement has placed a high priority on strengthening Florida's sexual predator law. The most recent changes in the law, however, have created some confusion among the press and public.

Among the significant changes brought about by this new legislation are the requirements that sexual predator designation must be made by a written court finding, and that when such a finding is made by the court, law enforcement must aggressively notify the public of the presence of the predator in their community. However, the law is very specific in its definition of a sexual predator: The offender must be convicted of certain designated crimes, committed on or after a specified date, in order to be declared a sexual predator. The public should also understand that not all sexual offenders will be registered. In fact, many serious offenders are not covered by this law be-

cause their crimes were committed before Oct. 1, 1993.

As part of our aggressive approach to this issue, the FDLE in May of this year compiled and distributed a sexual predators document as an investigative tool for law enforcement, correctional officials and prosecutors throughout our state. Because of Florida's public records law, the list has been made available to any person who has requested it. This original document includes convicted, registered sexual predators under Florida law on the date the list was published.

On July 1, when portions of the new law took effect, the FDLE removed from the predator file all offenders who did not have the newly required judicial finding. The FDLE has been very proactive in working with state attorneys to follow up on the remainder of the 317 criminals previously registered to seek the court designation required by the new legislation to place them back in the sexual predator file.

FDLE recently took another step to provide immediate and free access to Florida's growing sexual predator list. This information is available on the Internet through FDLE's home page: <http://www.fdle.state.fl.us>.

In addition, the department is currently working with local law enforcement representatives and prosecutors to develop the protocols that will provide guidelines for public notification. How these are put into place in individual communities will remain a local decision.

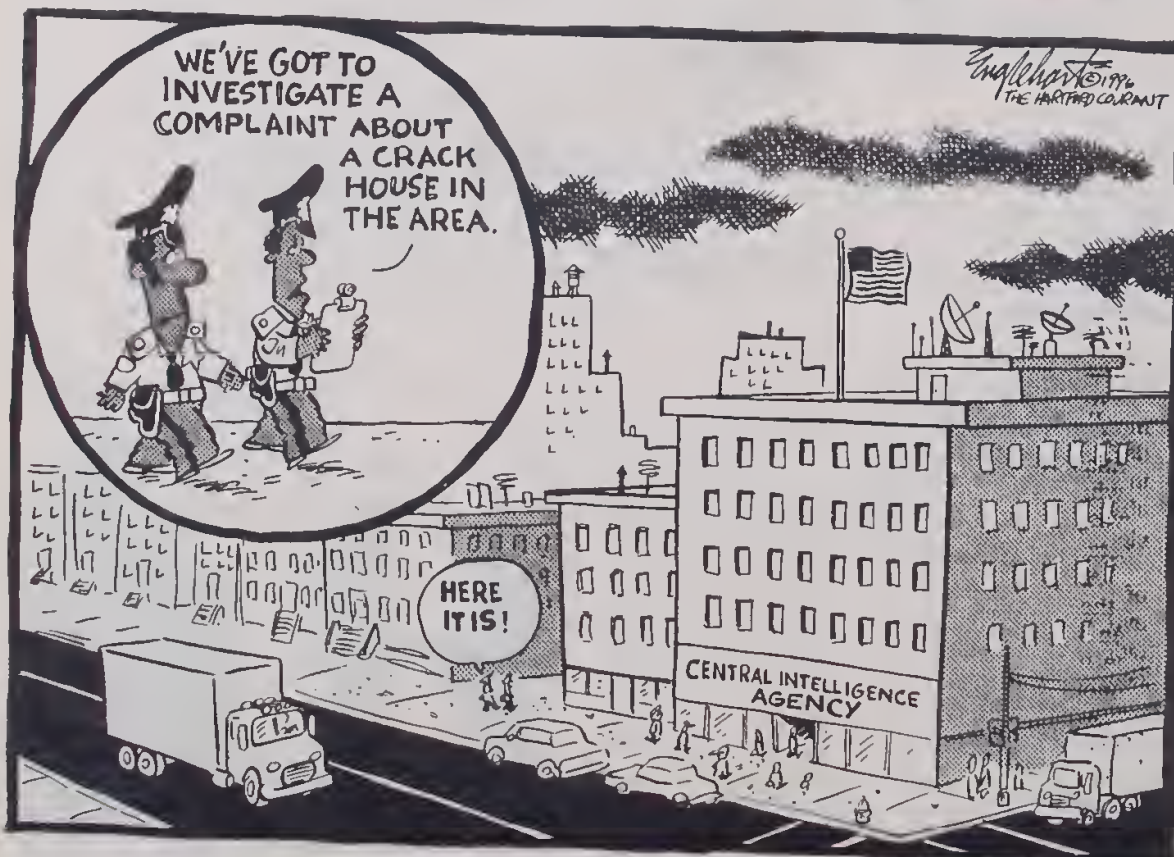
FDLE will continue to work within the framework of the law to ensure that all appropriate information about sexual predators is accurate and widely accessible to the law enforcement community as well as to the general public. Let this be clear: Our effort is to maximize to the fullest the distribution of the identities of these predatory criminals with the intent of protecting our children and the public at large from being damaged and violated.

(James T. Moore is Commissioner of the Florida Department of Law Enforcement.)

Note to Readers:

The opinions expressed on the Forum page are those of the contributing writer or cartoonist, or of the original source newspaper, and do not represent an official position of Law Enforcement News.

Readers are invited to voice their opinions on topical issues, in the form of letters or full-length commentaries. Please send all materials to the editor.



Hair testing for drugs moves ahead in NYC

Despite a lawsuit by three probationary New York City police officers fighting to get their jobs back, the department is reportedly moving ahead aggressively with a plan to expand a controversial drug test that analyzes hair instead of urine.

The method, known as Radioimmuno Assay of Hair, has been expanded in three areas: "voluntary tests," tests for "cause," and tests of probationary officers. For random testing, the department still uses the more common DOLE, or urine test, said Capt. Michael Collins, a police spokesman.

The hair test has not been certified by the Federal Government and Federal agencies are banned from using it on their workers. Civil libertarians and toxicologists question the test's accuracy since hair, unlike urine, is exposed to outside environmental conditions and contaminants.

The Police Department contracts with Psychomedics of Cambridge, Mass., to provide hair test results. According to the company, which is the nation's largest hair test lab, the hair test is 10 times more accurate than urine testing.

But Lewis Maltby, director of the workplace rights office with the American Civil Liberties Union, told New York Newsday, "With the hair test, you can get fired for something you did on Saturday night a year ago."

The test has not been approved by the U.S. Food and Drug Administration for a "variety of methodological and technical reasons," said Joseph Autry, director of the division of workplace programs for the Federal Center for Substance Abuse Prevention.

"You cannot rule out external contamination, hair is a poor medium for detecting marijuana, and studies indicate that there are possible racial and gender biases in the test," he said.

Nevertheless, the NYPD has fired 20 probationary officers who tested

positive via the hairtest in May, brought departmental charges against a 10-year veteran, and fired three other officers who have since challenged their dismissals in state Supreme Court over the hair test.

Veteran officer James Brinson is currently undergoing a departmental trial after being accused of associating with organized-crime figures in the Howard Beach area, sources told Newsday. Brinson was initially charged after he passed a urine screening for cocaine, but failed the hair test. If he loses the departmental trial, he could lose his job.

Brinson's attorney, Bruce Smirti, denied the organized crime allegations and said the drug test was ordered without any reasonable grounds.

Officers Joseph McCall, 28, a Manhattan transit officer; Gregory Hicks, 33, of the 100th Precinct in the Rockaways; and Yolanda Flood-Hawkins, 31, assigned to Manhattan's 7th Precinct, are charging that the department's testing procedures are flawed.

The three officers deny ever using cocaine, as tests appeared to indicate, and moreover, they claim that when they were dismissed in March, they were no longer probationary officers who could be fired summarily.

"I grew up in a rough neighborhood and I worked hard to be a cop, so this is devastating for me because I felt that I finally made it," said McCall, a former plainclothes officer who made about 50 arrests.

All three officers were tested at the same place, a closed school in Long Island City that was under renovation. The hair was cut by an officer, not a nurse, they said, using scissors that had been used on "approximately 50 other individuals," said Hicks.

The room, McCall said, was crowded and full of floating dust particles. While critics of the test charge that outside environmental conditions

can compromise the test's accuracy, Psychomedics counters that the hair is washed before being analyzed.

McCall had to return a second time because not enough hair was taken from his armpit and pubic region for a sample. The hair's root end, he said, was not labeled, as is required by department regulations.

Hicks, whose hair was taken from his head on Feb. 16, blames his positive reading on the anesthetics lidocaine and benzocaine, which he was given for

a series of dental operations dating from April 25, 1995, to Feb. 13 of this year, three days before his test.

As with McCall's sample, Hicks said the root-end of the hair was not labeled. "Basically, they didn't follow their own procedures in taking the hair samples," he said.

Flood-Hawkins gave birth on Jan. 1, within the window of the three months for which the test on the 1 1/2-inch length of hair is supposed to be effective. Her son, Shawn, she said,

tested negative for drugs when he was born.

"My baby is perfectly healthy, even though I was pregnant at the time I was supposed to have used drugs," she said.

The Police Department has refused thus far to show the officers the results of their tests. Thomas Crane, general litigation chief for the Corporation Counsel's office, said he has not seen any evidence or any information that would lead him to believe the test was carried out improperly.

Angelenos want more police emphasis on speeding drivers

They can apparently live with gang-related violence. What Los Angeles residents say they fear the most, according to a recently released survey commissioned by the Los Angeles Police Department, is speeders.

Responses from about 1,200 residents, who took the written survey in English, Korean and Spanish, ranked speeding drivers right alongside drugs and crimes, and ahead of youth gangs. Commissioned by the LAPD Traffic Division, the survey was mailed to randomly selected residents citywide.

While 70 percent said police do an "excellent" or "pretty good" job of handling accidents, only 46 percent said the department is as good at catching dangerous drivers. In fact, 68 percent of those surveyed believe that should be the department's primary duty. Only 28 percent believe police should spend more time controlling traffic.

The highest mark — 88 percent — was given to appearance, and 73 percent gave high marks for courtesy and politeness.

"The bottom line is that people in neighborhoods are really bothered most by speeding cars and disorder in their neighborhoods," said James Lasley, an associate professor of criminal justice at California State University-Fullerton, who administered the survey. "Traffic affects the average person more than anything else."

Cmdr. Art Lopez, chief of the Traffic Division, said he plans to share the results of the survey with traffic officers. "The public has sent a loud and clear message of what they want," he told the Los Angeles Times.

For those worried about speeding, the department has already taken some steps, such as supplying radar equipment to residents so they can write down the license plate numbers of speeding cars. The drivers will then receive warning letters from police. Lopez said he is working on a plan with City Councilman Mike Feuer to obtain city funding to expand the program.

Lopez said he also hopes to have high-tech surveillance cameras installed

at some of the city's most dangerous intersections by early next year. The technology, which must be approved by the City Council, will help to reduce the number of accidents caused by drivers who ignore traffic signals, by recording their license plate numbers.

Special cameras in the San Fernando Valley have been aimed at speeders and other motorists who drive illegally. Fifteen-hundred vehicles were impounded in a crackdown earlier this year.

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Letters

Grappling hooks

To the editor:

I must enhance the information in your "Around the Nation" feature (Oct. 15) concerning the Aug. 23 death of a professional wrestler, Neil Caricofe, while he was being arrested by Ocean City police.

The Maryland Medical Examiner's final autopsy report determined Caricofe died as a result of heart disease and the ingestion of a combination of drugs and alcohol. An investigation by the Worcester County Bureau of Investigation, an agency independent of the Ocean City Police Department, and the Worcester County State's Attorney's Office determined no crime was committed by any member of the OCPD.

State's Attorney Joel Todd, in an Oct. 8 news conference presenting the results of the investigation, said: "All evidence indicates the officers and command staff involved acted professionally and in accordance with their training during and following the incident."

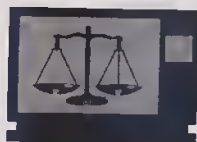
The witness whose comments are presented in the Oct. 15 piece was alone in her view of the incident; other witnesses said the police officers acted appropriately. This person refused to

identify herself to any of the reporters covering the story other than to say she was from Washington, D.C., and she would not talk to any law enforcement investigators about what she said she saw. If she was in the hotel, as she claims, she either lied to investigators during their door-to-door canvass or failed to acknowledge their knocks on her door.

Her statements about CPR and a "dog collar" also require rebuttal. CPR was started as soon as it was determined Caricofe was in cardiac arrest. When he first was taken to the ground, officers checked and believed he was breathing. After EMS personnel arrived, they found he had gone into arrest and CPR was begun immediately. An OCPD sergeant performed chest compressions.

The "dog collar" is a Violent Prisoner Restraint Device (VPRD) used to try to prevent combative arrestees from injuring themselves and others. It is placed around the lower legs, generally the ankle area. It never is put around the head or neck. A VPRD was used after Caricofe was on the ground.

JAY HANCOCK
Public Information Officer
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A win-win approach to solving disputes

Continued from Page 12

ment decision to remain with the parties; the dispute to be analyzed and the underlying problem dealt with; open communication between management and labor, and a process that provides, when necessary, an unbiased, third-party opinion on a non-binding basis.

Roadblocks and Barriers

Fear of the unknown is an obstacle inhibiting acceptance of mediation as an acceptable form of dispute resolution in the police community. Arbitration is a known procedure, whereas mediation is not as widely utilized. Arbitration also fits more neatly into the bureaucratic structure of management-labor relations. For example, arbitration has well established rules and procedures, and there is one of three possible outcomes: The grievance will be sustained, denied or split. In arbitration, precise records can be kept of win/lose rates and the number of times an arbitrator decides in favor of management or the union.

Mediation, on the other hand, is a fluid process with few rules. Outcome is unpredictable because an issue may expand or contract during discussion and the range of possible settlements is

great. Since grievances are resolved by compromise, no clear-cut winner emerges and it is difficult, if not impossible, to keep score.

Mediation shifts the focus of a dispute from adversarial problem-solving to cooperative conflict management. This requires a department from the age-old ideology that management and labor have diametrically opposing or conflicting interests. Management usually takes a hard-nosed stance to avoid the appearance of "giving away the shop." On the other hand, unions are political organizations and union leaders often take unyielding positions because they think this is what their members want. Collaboration can be viewed as compromise, and in some labor-management relationships, compromise is seen as defeat.

Since mediation requires the union to work out a solution with management and acknowledge ownership of settlement agreements, there can be no passing the buck or laying blame elsewhere for an unpopular decision. In arbitration, the parties present the best possible arguments to the arbitrator and then rest their cases. An unfavorable decision or denial of the union's grievance can be blamed on the arbitrator

who, after all, made the decision.

Basic Training

Before attempting to mediate workplace disputes, both labor and management must be trained in the skills and philosophy of mediation. Each side must understand how to be advocates and work through issues collaboratively. Mediation training develops new skills, but more importantly, it provides a new orientation wherein confrontation is replaced with cooperation, underlying interests are asserted, instead of positions, and disagreements are depersonalized. Instead of focusing on "winning all," and viewing each dispute as a unique grievance, training should include approaches to conflict resolution that allow for flexibility in determining the outcome of a problem.

If management and union representatives are not properly trained to focus on interests, rather than positions, they will resort to position-taking, thereby rendering interest-based problem-solving impossible. The parties must learn to intellectually distinguish the problem (interests) from the contract (rights), and temporarily suspend the impulse to exercise rights in order to honestly and creatively explore in-

terests. Successful mediation depends on the parties' attitudes and problem-solving skills.

Notwithstanding any stated concerns, the benefits of mediation still clearly outweigh possible risks. The benefits of mediation in terms of time and cost savings are strengthened by the fact that the process provides its key players with problem-solving skills that may translate into a future positive attitude toward collaboration. Research on mediation reveals high settlement rates and fewer cases going to arbitration.

Unions should adopt voluntary mediation as a step prior to arbitration in their grievance procedure. Voluntary mediation is desirable because in a unionized workplace, management and employee representatives should have the right to refuse to mediate a dispute and parties must enter the mediation process with an open mind and a desire to willingly resolve the issue separating them. Either party should have the right to request mediation, but both sides must agree to the process. If parties are forced to mediate, the process probably will not succeed. If both par-

ties can be convinced that mediation poses no more risk to their situation than already exists, and that they will not be any worse off, they are more likely to agree to attempt to resolve disputes through mediation.

Obviously, not all disputes are appropriate for mediation. The ability to resolve a dispute through mediation depends more on the attitudes of the parties than on the issues in dispute. For mediation to work, both parties must be prepared to discuss issues rather than positions, each should have the authority to settle. The success or failure of mediation is dependent upon the players and how they play.

Every grievance settled through mediation builds a foundation for future collaboration and trust. Success with grievance mediation can lead to a better overall labor-management relationship, which spills over into future collective-bargaining relationships. The time and cost efficiency aspects of mediation, coupled with management and labor's collaborative, creative problem-solving efforts, could make mediation the cornerstone of 21st century dispute resolution in the policing community.

Law Enforcement News

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The right to bear arts on display in New Orleans gallery

The guns that were on display in a New Orleans gallery are silent now, but they spoke with unmistakable force and clarity while they were used as the raw materials in an art exhibit exploring the enormous toll violence has taken on U.S. society.

The exhibit, "Guns in the Hands of Artists," which recently ended a month-long run at Positive Space The Gallery, offered a number of jarring images, including a blood-spattered, headless and armless marble statue on a hospital gurney. Around its neck was a necklace of mangled handguns; twisted remains of rifles and shotguns lay at its side. Its creator, Dr. Steve Lesser, a trauma ward doctor who has treated 9,000 gunshot victims, used real blood in his artwork.

On a nearby wall, a doll hanging from a cross was held in place not with nails but with two snub-nosed revolvers. It was covered with obituaries of young shooting victims and headlines about murders that took the artist, Chris Rose, a reporter for the New Orleans Times-Picayune, only four days to gather.

The 75 works in the exhibit were created from nearly 75 tons of firearms that were either seized or bought by New Orleans police. Artist Brian Borello obtained the guns and gave them to local sculptors, painters and photographers to incorporate into their work. The exhibit was dedicated to the memory of 4-year-old Mikey Stewart, who was killed by a stray bullet in a city housing project two years ago.

"We want to make people think about [the consequences of violence]," gallery co-owner and director Jonathan Ferrar told The New York Times.

Lesser told The Times he used marble in his work because it has "that funerary quality." The headless and armless marble statue represents society's flailing response to increasing violence, he said. "She has no arms.

She's helpless — helpless as we all are in the onslaught of this senseless violence."

Another artist, Madeleine Faust, said she fashioned a recreation of a man who pointed a gun at her face in an attempted robbery to bring closure to the event, during which she said she feared for her life. "I thought maybe this would purge me," she told The Times.

Some brass: A plaque to honor guns

A Michigan legislator wants to erect in the state Capitol an 800-pound plaque made of spent, melted-down gun cartridges that would commemorate Americans' right to keep and bear firearms, but questions are being raised about the plaque's appropriateness among monuments, most of which honor veterans of the nation's wars.

The plaque, which was donated by Brass Roots, a gun-rights group based in Sterling, would be placed on the Capitol grounds in Lansing under a resolution recently introduced by Republican Representative David Jaye of Macomb County. But according to Michael Frame, Jaye's legislative assistant, the effort is being criticized by gun-control groups and "liberal Democrats" who oppose a move in the Legislature to allow citizens to carry concealed weapons.

The final decision rests with the Capitol Committee, whose members include legislators and members of Gov. John Engler's administration, which oversaw the recent restoration of the building and will decide whether the plaque is appropriate, said John Truscott, the Governor's press secretary.

Upcoming Events

DECEMBER

- 2-4. Street Survival '96.** Presented by Calibre Press. Las Vegas. \$179/\$155/\$105.
- 2-4. Monadnock Defensive Tactics System Instructor Course.** Presented by Performance Dimensions Inc. Fairfax, Va. \$325.
- 2-6. Defense Without Damage: Instructor Training.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.
- 2-6. Investigative Photography 1.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$600.
- 2-6. Managing Criminal Investigators & Investigations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 2-6. Computerized Collision Diagramming.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$695.
- 2-6. Police Traffic Radar Instructor.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 2-6. Street Gang Identification & Investigation.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 2-6. Seminar for the Field Training Officer.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 2-6. Advanced Narcotic Investigation.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 2-6. Investigation of Motorcycle Accidents.** Presented by the Institute of Police Technology & Management. Phoenix. \$495.
- 2-20. Command Training Program.** Presented by the New England Institute of Law

- Enforcement Management. Babson Park, Mass.
- 4-5. Raid Planning, Preparation & Execution.** Presented by Hutchinson Law Enforcement Training, LLC. Cheshire, Conn.
- 5-6. Monadnock Expandable Baton Instructor Course.** Presented by Performance Dimensions Inc. Fairfax, Va. \$295.
- 5-6. Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Sacramento, Calif. \$125.
- 9. Compliance & Control Holds Instructor Course.** Presented by Performance Dimensions Inc. Fairfax, Va. \$150.
- 9-10. Exceptional Service in Policing.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$275.
- 9-11. Police Traffic Laser Instructor.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$325.
- 9-11. Street Survival '96.** Presented by Calibre Press. Las Vegas/Toledo, Ohio. \$179/\$155/\$105.
- 9-12. Managing the Field Training Process.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.
- 9-12. Police/Media Relations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.
- 9-13. Administration & Management of Training.** Presented by the Southwestern Law Enforcement Institute. Dallas. \$295/\$395.
- 9-13. Investigative Photography 2.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.
- 9-13. Narcotic Identification & Investigation.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

- 9-13. Advanced Techniques for Unresolved Death Investigations.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.
- 10. Management of Aggressive Behavior — Verbal/Non-Verbal.** Presented by Performance Dimensions Inc. Fairfax, Va. \$95.
- 10-11. Police Background Investigations/Selection Process.** Presented by Hutchinson Law Enforcement Training, LLC. Madison, Conn.
- 11. Oleoresin Capsicum Aerosol Training Instructor Course.** Presented by Performance Dimensions Inc. Fairfax, Va. \$25.
- 11-13. Problem-Oriented Policing.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$450.
- 11-13. Field Training Program for Com-**

- munications Officers.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$375.
- 12. Use of Force.** Presented by Performance Dimensions Inc. Fairfax, Va. \$95.
- 12-13. Executive/VIP Protection.** Presented by the Executive Protection Institute. Philadelphia. \$375.
- 13. Use of Force Instructor Development.** Presented by Performance Dimensions Inc. Fairfax, Va. \$95.
- 16-17. Police Background Investigations/Selection Process.** Presented by Hutchinson Law Enforcement Training, LLC. Lakewood, N.J.
- 16-18. DUI Standardized Field Sobriety Testing.** Presented by the Institute of Police Technology & Management. Jacksonville,

- Fla. \$325.
- 16-18. Drug-Trak IV Training Course.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395.
- 16-20. Developing Law Enforcement Managers.** Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$495.

It's Your Career — Make the Most of It:

And you can start by looking into the scores of opportunities for professional development that appear in the Upcoming Events section of Law Enforcement News. You have nowhere to go but up.

DARE-ing to be different: Cities scrap anti-drug course

Continued from Page 1

Rising concern about youth violence nationwide, also has developed "Options, Choices and Consequences," a program that Bonner described as "an anti-handgun, anti-violence course" that will tackle issues not covered by the DARE curriculum.

In Spokane, Cottam said, the Police Department has developed a Community Safety Education Program to replace DARE, whose last sessions were taught last spring. Officers will teach in classrooms on a part-time basis, making them available for patrol assignments, he said.

"This program goes from kindergarten through eighth grade, where the DARE program was in one grade only, the sixth," Cottam observed. "We thought there would be a broader-based relationship between uniformed officers and students over a sustained period of time rather than just one year.... Some of these youngsters don't have that many positive role models in their lives, and our feeling is that over time it might change their outlook toward police officers and perhaps for authority figures in general."

The Spokane program also uses many DARE concepts. "There's a lot of misunderstanding about DARE, that it's only an anti-drug program," Cottam said. "It's not; it's a much broader in that it has to do with making decisions and dealing with peer pressure. Those things have been incorporated into this, but there are messages at different levels about different topics, depending on the grade level and ages of the students."

Despite the shutdown of the two programs in Washington, DARE, which was developed in 1983 by the Los Angeles Police Department and the Los Angeles Unified School District, remains the nation's most popular school-based, anti-drug program involving police officers, according to officials of D.A.R.E. America, a national information and resource clearinghouse for local DARE programs.

"Why is this news? Because it rarely happens," Charlie Parsons, executive director of D.A.R.E. America, said of the recent decisions by Seattle and Spokane officials. He said the scrapped programs represent "a very small percentage of all of the DARE officers in

Washington" and added there had been no "groundswell" of defections from the program since the Research Triangle study was made public.

Parsons, a former special agent in charge of the FBI's Los Angeles office, estimated that 300 to 400 police departments add DARE programs each year. The New York City Police Department recently budgeted \$8.8 million for the program, in which 101 officers will be assigned to teach the 17-week curriculum to 600,000 students in 1,100 schools. In addition, DARE has become a presence overseas with programs in 44 countries. This month, the program was implemented in Colombia, a "source country" for narcotics.

Parsons said that DARE is in 70 percent of the nation's school districts and will reach 25 million students this year. About 25,000 police officers nationwide are trained to teach DARE courses, he added.

"The reason it keeps growing is because of its acceptance by officers, by educators, by kids and by parents," said Parsons. "That's why it is growing so rapidly and why it's being added so many places."

For further information:

Addresses & phone/fax numbers for organizations listed in calendar of events.

Calibre Press, 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037.

Davis & Associates, P.D. Box 6725, Laguna Niguel, CA 92607. (714) 495-8334.

Evidence Photographers International Council, 600 Main St., Honesdale, PA 18431. (800) 356-EPIC.

Executive Protection Institute, Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (703) 955-1128.

FitForce, 1607 N. Market St., P.O. Box 5076, Champaign, IL 61825-5076. (217) 351-5076. Fax: (217) 351-2674.

Frederickson Consulting Inc., 541 W. 98th St., #345, Minneapolis, MN 55420. (612) 884-0249. Fax: (612) 884-2485.

Hutchinson Law Enforcement Training, LLC, P.O. Box 822, Granby, CT 06035. (860) 653-0788. E-mail: dhutch@net.net. Internet: http://www.patriotweb.com/hlet.

Institute for Management & Police Effectiveness, P.O. Box 20562, Mesa, AZ 85277-0562. (602) 641-8835. Fax: (602) 641-4624.

Institute of Criminal Justice Studies, Southwest Texas State University, West Campus, Canyon Hall, San Marcos, TX 78666-4610. (512) 245-3030. Fax: (512) 245-2834.

Institute of Police Technology & Management, University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

Investigators Drug School, P.O. Box 1739,

Fort Lauderdale, FL 33312. Fax: (305) 753-9493.

Justice Research Institute, 6548 N. Sheridan Rd., Chicago, IL 60628. (312) 761-8311. Fax: (312) 761-8392.

Modern Warrior Defensive Tactics Institute, 711 N. Wellwood Ave., Lindenhurst, NY 11757. (516) 226-8383.

National Rifle Association, Law Enforcement Activities Division, 11250 Waples Mill Rd., Fairfax, VA 22030. (703) 267-1640.

New England Institute of Law Enforcement Management, P.O. Box 57350, Babson Park, MA 02157-0350. (617) 237-4724. Web: http://www.tiac.net/users/gburke/ncilem.html.

Northwestern University Traffic Institute, 555 Clark St., P.D. Box 1409, Evanston, IL 60204. (800) 323-4011.

Bruce T. Olson, Ph.D., P.D. Box 1690, Modesto, CA 95353-1690. (209) 527-0966. Fax: (209) 527-2287.

Performance Dimensions Inc., P.D. Box 502, Powers Lake, WI 53159-0502. (414) 279-3850. Fax: (414) 279-5758.

Rollins College, Public Safety Institute, 1000 Holt Ave., Winter Park, FL 32789-4499. (407) 647-6080. Fax: (407) 647-3828.

Southwestern Law Enforcement Institute, P.O. Box 830707, Richardson, TX 75083-0707. (214) 883-2376. Fax: (214) 883-2458.

Youth Change, 275 N. 3rd St., Woodburn, DR 97071. 1-800-545-5736. Internet: www.youthchg.com.

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suspect's drunkenness more than doubled the odds of arrest.

Overall, police made arrests based on legal considerations 70 percent of the time, with 58 percent based on strength of the evidence. "We found that held when comparing the traditional officers and the positive officers," Mastrofski noted. "Even though community policing officers have a lower probability of making an arrest, the factors that most predict whether the police will make an arrest are legal factors."

Another area of the study that looked at how citizens complied with police demands or orders found that they did so 78 percent of the time, while they either 22 percent of the time they either did not follow commands or ignored them. "Again, we found a strong difference between officers who were pro-community policing and those who were traditional. Officers who were pro-community policing had a much higher probability of citizens doing what they

The Justice Department banks a bundle to learn what officers do within a community policing context.

told them to do than did those officers who were traditional," Mastrofski noted.

The study will help deflate criticisms that community policing — at least in Richmond — "unleashes the police...to become less bound by the law," Mastrofski said. "That did not appear to be the case here. It should be reassuring, at least in the case of Richmond."

Nor did the study support criticisms that community policing is soft on criminal suspects, he added. "Just because in a given case the probability of arrest is lower doesn't mean that these officers necessarily make fewer arrests overall. The pro-community policing officers were much more likely to engage and stop suspects on the street, to

be a little more active. While they had a lower batting average, they got to bat a lot more."

Mastrofski's study builds on earlier ground-breaking research conducted in 1977 by Albert Reiss, which analyzed police services and activity. The research was updated to be relevant to community policing, using new computer software to "jazz it up a bit."

The research team conducted ride-alongs with Richmond officers for entire shifts, typically 10 hours long, all the while observing and taking notes for subsequent statistical analysis.

Follow-ups to the Richmond study are now underway in two other cities, Mastrofski noted. Funded by a Justice Department grant of more than \$1.9 million — the second largest single grant in one round of allocations last year under the 1994 Violent Crime Control Act — Mastrofski and his research team recently completed data collection in Indianapolis and plan to focus on St. Petersburg, Fla., next summer.

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What's driving New York's crime rate down?

A criminologist weighs the evidence to determine whether improved policing is responsible for the sharp drop in murder rates.

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